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# Report of Her Majesty's Chief Inspector of Constabulary for 1995/96

Presented pursuant to  
Elizabeth II 1964 c48 sec.38(4)

Ordered by The House of Commons to be printed – 28 October 1996

LONDON: The Stationery Office

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POLICE FORCES IN ENGLAND AND WALES

**REPORT OF  
HER MAJESTY'S CHIEF INSPECTOR OF CONSTABULARY  
FOR THE YEAR 1995/96**

Home Office  
Queen Anne's Gate  
London SW1H 9AT

28 October 1996

The Rt Hon Michael Howard, QC, MP  
Secretary of State for the Home Department

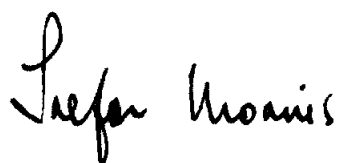
Sir

I have the honour to present my report upon the police forces of England and Wales for the period 1 April 1995–31 March 1996.

I have the honour to be

Sir

Your obedient servant



Sir Trefor Morris CBE QPM CIMgt.

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## INTRODUCTION

This is my third and final report as Her Majesty's Chief Inspector of Constabulary as I intend to retire in August 1996, having spent 41 happy and eventful years associated with the Police Service – a Service of which I am immensely proud. I would like to take this opportunity to thank my many colleagues, both inside and outside the Service, for the tremendous support I have received.

During the past few years, the Police Service has faced a particularly turbulent period, with a series of almost unprecedented changes. The Service has adapted remarkably well and I present my report at a time when police forces are beginning to enter a period of much greater stability, with the future direction of policing into the 21st century firmly established. The Service now requires a period of stability within which to reflect, to adjust fully to the performance management regime and ensure that the maximum benefits of the extensive programme of reforms are realised.

I am pleased to be able to report a successful year for the Police Service and I have been particularly encouraged by progress made in a number of areas:

- the approach to tackling crime;
- the continued development by forces of partnership initiatives; and
- growth in the planning and performance-oriented culture in forces.

There are many individual success stories to tell but the natural reticence of some forces to seek publicity means that their successes frequently go unrecognised. During my visits to police forces I have had the opportunity to see at first hand the problems faced and to talk to police staff at all levels. I continue to be impressed by the level of commitment without which such success would not be possible. The pressures can be considerable and the nature of duties at times difficult and dangerous. It is all too easy to criticise the performance of forces without taking into account the environment within which they work.

I am especially pleased at the third consecutive annual fall in the level of crime reported to the police – overall, recorded crime decreased by 2.9 per cent last year. Of particular note is the fall in residential burglary – down 11 per cent. The sustained improvement in crime figures is in no small way a reflection of the

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more proactive approach taken by police forces to tackling crime. Continued success can sometimes prove elusive and once again, I urge police forces not to relax in their fight against crime.

Of particular note is the considerable progress made by most forces over the past few years in the development of planning processes and performance monitoring systems. The performance culture has now found its place and forces are already beginning to see the benefits of improved management practice which should lead to greater efficiency and effectiveness in future years.

Over the last 16 years, the Police Service has benefited from a significant increase in the level of funding. At the same time, workload and public demand for services has grown and forces have taken on additional tasks and developed specialist investigative functions. During the course of the year, the Service responded to 18.7 million incidents, answered 6.9 million 999 calls and responded to 2.6 million incidents requiring an urgent response. Against this background, I very much welcome the Government commitment to provide funds for 5,000 additional police officers over the next three years. I believe this will help police forces to keep pace with the increasing demands placed upon them.

In my report I address what I believe to be some of the more significant developments that occurred over the past year, with particular emphasis on the assessment by HM Inspectors of how well forces performed. Given the breadth of service provision, the imperative of responding to local needs which may not always reflect national priorities, the extensive nature of support functions and the need to prioritise resources, it is inevitable that forces will perform well in some areas but less well in others. There are a few forces who perform well right across the board – but there will always be room for improvement. More importantly, no force performance was universally bad.

I have sought in my report to give named examples of good practice. Praise for individual forces should not be taken to imply that similar good practice was not found elsewhere or that lack of praise signals failure. What we do have is a highly dedicated, well trained Police Service determined in collaboration and co-operation with the law-abiding public, to reduce levels of crime and disorder. British policing is the envy of the world and deserves a much higher accolade at home. I therefore look to the future with confidence, as the Service continues to address effectively the many challenges faced.

## THE WORK OF HM INSPECTORATE

### **The Inspectorate's Role**

The Inspectorate has a statutory duty under the provisions of the Police Act 1996 to report on the efficiency and effectiveness of the 43 police forces in England and Wales. Her Majesty's Inspectors have a unique opportunity to take an overview of police forces and thereby form a comprehensive national picture of the health of policing. This assists considerably with other important Inspectorate functions, including:

- the provision of professional advice on policing to the Home Secretary, police authorities, Home Office officials and police forces; and
- the promotion of good practice.

The importance of these functions was underlined in November 1994 when the Home Secretary set out publicly and for the first time a full statement of the Inspectorate's duties and responsibilities. When considering the work of the Inspectorate, it is important to remember that HM Inspectors have no statutory power to direct but instead rely on persuasion, discussion and advice to take forward their recommendations. This provides a safeguard to the operational independence of chief officers.

Whilst the inspection programme forms the core business of the Inspectorate, the importance of the advisory function – for which the outputs are far less tangible – should not be underestimated. Once again, the period under review was a particularly busy one and the Inspectorate has, I believe, contributed good quality advice on a wide range of issues of considerable significance to the Police Service. The Inspectorate is thus able to influence the development of policy on policing in a positive way.

### **The Inspection Process**

The Inspectorate undertakes four types of inspection:

- primary inspection – carried out in each force once every three years. This constitutes a wide-ranging look at force activity, often with 10–12 key themes;
- performance review – carried out in each force in the intervening years and as part of the primary inspection. This is a shorter inspection which focuses on planning and force performance, with the addition of a small number of key topics;

- 
- thematic inspection – an in depth examination of a specific topic in a sample of forces, with the objective of identifying and developing good practice; and
  - special reviews/inspections – designed to meet the concerns of Ministers or to review a particular topic, perhaps in less detail than a thematic inspection.

Further details on the role of the Inspectorate and the nature of the inspection process, including a copy of the Home Secretary's statement, can be obtained direct from the Inspectorate (Appendix 1).

The new style of inspections introduced in 1994/95 has now matured with a greatly increased emphasis on actual performance. HM Inspectors continue to pay particular attention to the progress of forces against the Home Secretary's key objectives and a number of contemporary issues, for example, tackling crime, partnership and drug misuse. The inspection process is not a static one, and despite the changes made last year, further consideration will be given to inspection methods in 1996/97 in order that the Inspectorate may optimise increasingly constrained resources.

The Inspectorate faces a number of problems in the design of inspection, including:

- the very wide range of police activity;
- the size of forces; and
- the need for effective monitoring of the response to Government initiatives.

It is not possible to cover all areas to the extent that might otherwise be desirable. The Inspectorate is thus looking increasingly to the use of force performance data as a means of better targeting inspection effort.

As the process becomes more focused, the Inspectorate is not seeking to achieve uniformity of practice nor to impose central control on forces. I have always supported the independence of chief officers and advocated the need for flexibility in order to optimise the response to local needs. However, with 43 forces having broadly the same overall objectives, there is a need to ensure that diversity does not detract from the potential for improved performance based on good practice elsewhere.

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There will always be some debate about what constitutes good practice. That debate cannot be open-ended and the Inspectorate is rightly expected to form opinions and make judgements during the inspection process.

Once again, concern has been expressed that inspection places a significant burden on forces. Inspection does indeed make demands of forces through the requirement for detailed information and the need for staff interviews – a necessity if a thorough, objective and accurate assessment is to be made of the force. This is balanced by the constructive and valuable nature of inspection which provides:

- an independent check on the running and performance of forces and results in a published report outlining the key issues;
- a catalyst for forces to make progress;
- a degree of support and reassurance to police authorities and forces themselves;
- an unparalleled level of professional expertise and understanding based on practical knowledge and experience gained through inspection; and
- reassurance to Ministers.

The Inspectorate does not have sole responsibility for the scrutiny of police forces. In each of the last 10 years, the Audit Commission has published occasional police papers which have made a valuable contribution to improving performance. Also, the District Audit Service has statutory responsibility for conducting audits into the financial probity of police authorities and for the consideration of value for money issues. The National Audit Office (NAO) has similar responsibilities in respect of the Metropolitan Police. The Inspectorate has had a long and productive working relationship both with the NAO and the Audit Commission in developing key issues identified in a number of their reports – an aspect to which I will return at various stages in my report.

The shared responsibility for the audit and inspection of forces can sometimes lead to an overlap of scrutiny processes. Whilst a degree of overlap is unavoidable, the Inspectorate works closely with the Audit Commission in order to ensure that it is kept to a minimum.

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During the course of the year, the Association of Metropolitan Authorities and the newly constituted Committee of Local Police Authorities (CoLPA) expressed concern that the Inspectorate had, during the course of force inspection, encroached into the running of authorities. This related in particular to local policing plans – which are produced by the authority in consultation with the chief officer – and the nature of consultative arrangements with the public for which the police authority has statutory responsibility.

Each police authority is responsible for maintaining an efficient and effective police force for its area. I recognise that the Inspectorate has no statutory power to inspect police authorities – nor do I seek such a role. How the authority carries out its responsibilities is therefore only relevant to inspection where this impacts upon the efficiency and effectiveness of the force. This is perhaps most evident in the local policing plan, which should drive key areas of force activity. The policing plan should be central to the efficient and effective running of the force and therefore to the inspection of that force. I therefore welcome the understanding reached with the police authority associations that it will be relevant for HM Inspectors to offer views on the plan insofar as it affects the efficiency and effectiveness of the force.

I am particularly encouraged by the constructive working relationships developed between HM Inspectors of Constabulary and individual police authorities. The Inspectorate is very willing to give advice and guidance to authorities both during and outside of the inspection process. I am encouraged by the many occasions on which this has been taken up. I hope that police authorities, as they develop their own role, will feel increasingly able to look to HM Inspectors as a source of advice on policing matters.

### **The Inspectorate Programme**

Once more I am able to report a busy year for the Inspectorate. A challenging inspection programme has been successfully completed. Advice, both on an individual basis and within the Home Office framework of committees and working groups, has been offered. My central advisory staff have been called upon increasingly to give support to HM Inspectors in the inspection process and to contribute to specialist inspections. This programme of work has been delivered against a background of increasing requests for advice and support and continued downward pressure on resources in line with Government spending policy. The Inspectorate will have to manage a real terms cut in its budget for next year.

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During the reporting period, HM Inspectors of Constabulary conducted inspections and published reports on each police force for which the Inspectorate has statutory responsibility (each of the five Metropolitan Police Areas has been treated separately for the purposes of inspection):

- 15 primary inspections, including three areas within the Metropolitan Police;
- 33 performance review inspections, including two areas within the Metropolitan Police; and
- specialist inspections within the Metropolitan Police
  - Information Technology Provision
  - Specialist Operations
  - Personnel.

The Inspectorate also published two thematic inspection reports which were prefaced in my annual report for 1994/95:

- *Obtaining Value for Money in the Police Service – a good practice guide*; and
- *Developing Diversity in the Police Service – an equal opportunities review as well as a good practice guide.*

In addition the Inspectorate also conducted a number of other inspections:

- Regional Crime Squad – Midlands and South West Regions;
- Durham Police District Training Centre;
- British Transport Police;
- States of Jersey Police; and
- Isle of Man Police.

An inspection was also conducted at the invitation of the Royal Ulster Constabulary and I welcome the agreement of the Secretary of State for Northern Ireland to the publication of the report. A rolling programme of inspections of force air support units and mounted branches was also completed.

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A challenging programme of inspections is planned for 1996/97 with either a primary or performance review inspection scheduled for each force, together with an increased number of thematic inspections including: criminal intelligence; officer safety; community and race relations; partnership and the Special Constabulary; progress and impact of implementation of the Masefield Scrutiny recommendations and progress with tackling drugs misuse.

### **Senior Appointments in the Police Service**

Her Majesty's Inspectors have the opportunity to see at first hand how police forces are managed and to assess the qualities of individual officers. They have for some time played a role in advising police authorities on the appointment of senior officers and civilian staff. A Home Office working group is currently producing revised guidance on the selection process for senior officers. I look forward to the new guidance which is designed to provide more formal, consistent and open procedures. The process incorporates a more clearly defined role for the Inspectorate in the assessment of candidates which, given the need to respond within fixed timescales, will place significant additional demands upon HM Inspectors.

### **International Affairs**

Demands for UK police advice and assistance have surged over the past year due to:

- political development within the emerging democracies;
- assignment of police to UN peacekeeping missions;
- threat of serious disorder in overseas dependent territories and concern for the rule of law; and
- assistance with complex international inquiries.

Officers seconded overseas have provided sterling and highly professional service in often extremely difficult and dangerous circumstances with only limited support. The danger sometimes faced is illustrated by the tragic death of Inspector Vanessa Carroll, a West Midlands officer, who was killed in a road traffic accident whilst on attachment to the Western European Union (WEU) contingent in Mostar, Bosnia.



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I am particularly proud of the contribution of the Police Service in the international arena. This is as good an illustration as any of the high regard in which British policing is held. The rise in international crime, particularly the international trade in illegal drugs, underlines the importance of developing international police co-operation at every level. Nor should the contribution to the fostering of international relations be underestimated.

I am also pleased to report the productive relationship that has developed between the Kent County Constabulary and its French counterparts in the policing of the Channel Tunnel – an area not without potential difficulty. Kent County Constabulary has for some time been particularly active in the development of cross-channel liaison, and I welcome the work of the European Liaison Unit to co-ordinate local contacts with northern Europe.

The authority under which United Kingdom police officers may undertake overseas duty is complex. Given the increasing service of British police officers abroad, it is particularly important to provide the necessary advice and support. I therefore welcome the work under way within the Inspectorate to produce a *Manual of Guidance for Police Staff Deployed Overseas*. The guide is being prepared in consultation with the Foreign and Commonwealth Office (FCO), the Association of Chief Police Officers (ACPO) and staff associations. It will draw together for the first time all necessary information and advice on procedures to be followed when serving overseas and is intended to inform the welfare and employment conditions of officers.

Once again this year the Inspectorate has been active in the international arena both in the provision of advice overseas and in receiving overseas government and police delegations in the United Kingdom. This provides an unrivalled opportunity to share experiences and learn from the best of international policing.

The extent of contact is too frequent to highlight in detail but Ministers of the Interior accompanied by their heads of police from the following countries have visited the Inspectorate and received advice on areas of organisational and strategic concern:

Poland	New South Wales
Uganda	South Africa
Chile	Nicaragua
The Philippines	

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As a direct result, some countries requested further professional advice and assistance from UK police advisers. It was a great pleasure to receive the delegation from South Africa as the country was striving to adjust to a new policing climate – the delegation showed a particular interest in UK systems for the monitoring and accountability of police forces.

The Inspectorate has continued to work with the Foreign & Commonwealth Office (FCO) and the ACPO International Advisory Affairs Committee to appoint police liaison teams to the Eastern Bloc under the provision of the Government's *Know How Fund*. The Inspectorate also co-ordinates the provision of expert advice in response to overseas requests for assistance.

The Inspectorate has provided advice and represented the UK abroad on many occasions:

- an assistant inspector was asked to draw up contingency plans to reinforce the Royal Gibraltar Police in tackling serious outbreaks of public disorder. The Inspectorate continues to liaise with the Overseas Development Agency on matters arising;
- the Inspectorate arranged with the International Advisory Affairs Committee the deployment of West Midlands police officers to the WEU Mission in Mostar and as a consequence looked at the need for police input to WEU and UN Civilian Police (UNCIVPOL) planning. The selection of police and civilian experts from this country for the International Criminal Tribunals for Yugoslavia and Rwanda was undertaken by the Inspectorate. The Inspectorate also liaised with the UN representative for UNCIVPOL to discuss UK police assistance to the International Police Task Force in Bosnia and Herzegovina;
- the Home Secretary requested that an assessment be made of the methods used by the Commissioner of the Police Department in New York City to reduce crime substantially;
- a major reconnaissance was undertaken in the Turks and Caicos Islands to determine the threat to law and order and to the Governor and his staff;
- one of the assistant inspectors, in his capacity as President of the European Chapter of the FBI National Academy, hosted a conference in this country of senior European and American

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police investigators. The conference was attended by the Home Secretary and the Heads of Interpol and Europol and shared experiences of complex criminal investigations; and

- an assistant inspector was appointed as Police Adviser to the Administrator of the Sovereign Base Area in Cyprus.

The advice given by the Inspectorate has, I believe, made a significant contribution to the resolution of problems in the areas concerned. I look forward to a similar level of contact being maintained in future years.

### **Aspects of Inspectorate Organisation**

A summary of inspectorate regions and senior inspectorate personnel, together with the contact point for those requiring further information about the Inspectorate, is given at Appendix 1.

The Inspectorate's staff are drawn predominately from police forces with staff seconded from the Home Office providing expert support in areas such as data collection and performance monitoring. The Inspectorate also enjoys the benefit of administrative support from Home Office and local authority seconded staff together with police support staff seconded from forces. Seconded police officers bring to the Inspectorate an up-to-date policing knowledge which is maintained by a regular turnover of staff through the Inspectorate's tenure of post policy. Staff build rapidly on their experience through the inspection process itself and develop both regional and national perspectives of policing practice. This is, I believe, a particular strength of the Inspectorate.

For nearly three years, the Inspectorate has benefited from the appointment of two HM Inspectors of Constabulary from a non-police background. This fulfilled the Government requirement to introduce a lay element into the inspection process. Their shared responsibility with regional colleagues for each of the primary inspections has broadened considerably the professional expertise available to the Inspectorate. During the past year both took lead responsibility for important thematic/specialist inspections.

The workload of the Inspectorate increased significantly last year with the introduction of a detailed inspection programme for the Metropolitan Police Service (MPS) as a result of the inspection process being put on a statutory footing. I am pleased to report that the additional staff seconded from the MPS has enabled us to meet in full our statutory responsibilities.

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There is a continued need to ensure that secondment to the Inspectorate is seen as attractive and developmental in order to ensure that high calibre officers apply for vacancies. There can at times be a reluctance on the part of officers to leave their force, particularly at a time when many forces are undergoing radical reorganisation. I believe that secondments give an unparalleled insight into policing issues. Experience gained in the Inspectorate should, if utilised properly, be of considerable benefit to forces on the return of seconded officers as well as enhancing the policy perspective of the Home Office.

### **Force Restructuring**

Over the past three years, encouraged and supported by the Inspectorate, the Police Service has done much to review the management and structure of forces. The Audit Commission report *Reviewing the Organisation of Provincial Police Forces*, which develops the concept of basic command units (BCUs), remains the benchmark against which forces review their organisational structures. I continue to endorse in principle the concepts explored in that report.

The majority of forces have now completed or are well down the road towards implementing the outcome of detailed organisational reviews. The position is one of much greater stability than I was able to report last year. In 1994/95 the Metropolitan Police Service undertook a major reorganisation which resulted in the introduction of a two-tier management structure and a reduction from eight to five in the number of geographical command areas. I am pleased to report that the force is adapting well to such major change.

During the course of inspections, HM Inspectors from time to time noted the scope for forces to give further consideration to organisational structures in the light of experience following previous reorganisations. I therefore expect this to be an on-going and systematic process.

Restructuring has brought benefits to forces with reductions in management oncosts and the loss of over 1,000 senior officer posts, the majority of which have been translated to officers at constable level. A good, although by no means the only, example of this is the West Yorkshire Police where it is estimated that restructuring has saved around £3.7 million, thus enabling the deployment of 100 extra constables.

I have also been encouraged by a much more positive and open approach to management in many forces – a reflection in part of the greater emphasis placed on planning and consultation in the wake of the Police and Magistrates' Courts Act 1994<sup>1</sup>.

## **STRUCTURE AND MANAGEMENT OF FORCES**

<sup>1</sup> Now consolidated in the Police Act 1996.

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The restructuring of forces and consequent rationalisation of management structures has raised a number of fundamental questions:

- the nature and location of support functions;
- the extent to which support functions, for example personnel management, can and should be devolved;
- the relationship between headquarters departments and BCUs;
- the means by which corporacy is maintained;
- devolution of financial management; and
- central monitoring of performance.

There is no single solution to the questions raised. I am, however, particularly encouraged by the emergence of internal force inspectorates. The devolution of responsibility has underlined the need for forces to have some sort of capacity for ensuring that the overall direction of a force is sustained at BCU level and a corporate approach maintained. I urge the few remaining forces without inspectorate capacity to review the position as a matter of priority.

As forces explore the potential to restructure, it is inevitable that some problems will arise. During the course of inspection, HM Inspectors identified a number of concerns:

- the devolution of authority at times needed firmer guidance and co-ordination from the centre to ensure that a corporate approach was sustained;
- the role of headquarters departments in supporting the primary policing effort was not always fully appreciated or understood. This was at times manifest in a lack of clarity in the relationship between operational commanders and the heads of headquarters departments;
- a lack of understanding that the delivery of services should be subject to central quality standards; and

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- geographic/sector policing was once again the subject of debate. Such systems create a renewed enthusiasm for community and partnership work. Other advantages include a more agreeable shift system with greater ease in matching supply to demand. Concern remained that this style of policing could be resource intensive and at times resulted in resources being spread too thinly.

The size of territorial units remains an operational matter for the Chief Constable to decide, based on a knowledge of local policing requirements and on efficiency grounds. Getting the structure right is an essential prerequisite to the efficient and effective running of a force. I therefore urge Chief Constables to keep force structures under regular review in order to provide the most suitable match to local policing needs.

The Kent County Constabulary Policing Model has attracted considerable attention during the past year. The Model, which contains many elements of good practice, is designed as an intelligence-led, proactive problem-solving approach to policing, with crime reduction as the primary objective. I discuss this type of approach in more detail in Chapter 3 of my report.

Introduction of the Model required substantial changes to be made to structures within the force, changed the relationship between headquarters and BCUs and increased the training requirement. These changes have not been made without difficulty and it will be some time before the overall success of the Model can be judged.

Elsewhere, structural changes have also resulted from the more proactive approach to tackling crime. Particular features include the creation of specialist squads – for which the Inspectorate has issued guidance on their supervision and the need to keep working practices under regular review – and the increased focus on performance management. In turn, this has resulted in greater downward pressure in other areas, for example, patrol duties. This illustrates the difficulty for chief officers in balancing resources and defining the most appropriate force structure.

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## **Non-Police Act Forces**

In addition to the 43 Police Act forces in England and Wales there are a number of well-established forces responsible for policing specific areas, including the British Transport Police and the Ministry of Defence Police. Such forces make a valuable contribution in specialist areas and are subject to considerable pressure as the environment within which they work changes, for example, with railway privatisation and the move towards Agency status for the Ministry of Defence Police.

Although these forces are not subject to the provisions of the Police and Magistrates' Courts Act, I commend the steps being taken to adopt the principles defined by the Act. The Inspectorate inspects non-Police Act forces only by invitation and I was particularly pleased to note the many positive aspects reported by HM Inspector of Constabulary during the 1994/95 inspection of the British Transport Police.

## **Police Force Boundaries**

In my last report I referred to the impending transfer of responsibility for the policing of the Rhymney Valley from the South Wales Constabulary to the Gwent Police. This represented the first major rationalisation of a police force since the creation of the metropolitan forces in 1974. I am therefore pleased to report the smooth transition of responsibility to the Gwent Constabulary, which serves as an example of good practice for any force about to undertake a major reorganisation. I know from first-hand experience the difficulties that such amalgamations can bring. It is of great credit to all of those in both forces who were involved in the transfer.

The revised community boundaries resulting from local government reorganisation mean that it may in some forces prove beneficial to review the local command structure in order to ensure that BCU boundaries match as closely as possible the communities served. Nevertheless, care should also be taken to maintain the operational effectiveness of BCUs, for example, in terms of economies of scale.



## THE POLICING TASK

The Police Service is directly responsible for a very wide range of activities and is called upon to undertake a number of functions that either do not fall naturally to other agencies or where, at certain times, only a 24-hour service can respond effectively. The Police Service therefore often has to act as a service of last resort.

Overall, this has been a particularly successful year for the Service:

- the level of crime reported to the police has fallen;
- forces have made considerable improvements in developing the approach to tackling crime;
- forces have responded well to the increased demand for existing services and have been successful in accommodating the many and diverse initiatives of which they are exhorted to be a part;
- overall, the quality of service delivery has been maintained or improved;
- forces have, with considerable success, embraced the partnership concept, particularly in responding to the Government's White Paper, *Tackling Drugs Together*, and
- forces have adopted the Home Secretary's key policing objectives and turned much more towards a performance-oriented management culture.

It is not possible to cover all facets of policing in the context of my report. In this and subsequent chapters, I intend to focus on the above aspects together with a number of other important issues which I believe to be of significant public interest.

### **The Citizen's Charter**

A great deal of the work undertaken by police forces links closely with the Citizen's Charter principles of public service. At various stages in my report, I discuss specifically progress in relation to aspects such as:

- standards/setting of targets/monitoring performance;
- consultation;

- public satisfaction;
- value for money; and
- complaints against the police.

I am pleased to report the award in 1995 of the Charter Mark to Devon and Cornwall Constabulary, bringing to nine the total number of forces who have received the award (Table 1).

I would also like to congratulate Dyfed-Powys Police, Kent County Constabulary and South Yorkshire Police on the renewal of the Charter Mark award during the same period. This provides a good illustration of the delivery of high-quality police services across the country.

It is evident from inspections that the Charter Mark awards provide an impetus for forces to improve the quality of policing through a stated commitment to the public and the wider accountability for performance. I would encourage all chief officers to become involved in the process and wherever possible to apply in future years for the Charter Mark award.

This is the second year in which a public nominations scheme has operated. Police forces received 308 nominations for a Charter Mark award from members of the public – an encouraging sign of public confidence.

*Table 1*  
**Forces awarded  
the Charter Mark**

Force	Year
Devon and Cornwall	1995
Dyfed-Powys	1992, 1995
Kent	1992, 1995
Leicestershire	1993
Lincolnshire	1994
Norfolk	1994
Northumbria	1994
Suffolk	1993
South Yorkshire	1992, 1995

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In June 1995, the Prime Minister convened a seminar on *Criminal Justice and the Citizen* which focused on three specific and important subjects – police responsiveness to public concerns, services to victims and witness care. An action plan has been produced with targets for making progress in each of these key areas.

Clearly, police forces have an interest in all aspects although effort should be focused on police responsiveness, which comprises three main elements:

- promoting effective consultation;
- raising public awareness of police successes; and
- raising awareness of the police presence in the local community.

I welcome the emphasis placed on these areas where a great deal of progress has already been made. I hope that in a small way my report serves to illustrate some of the police successes achieved during the past year. In particular, I discuss aspects of local consultation elsewhere in Chapter 3 of my report.

A further example of the development of quality management systems is the *Investors in People Initiative*, which defines a national standard of good practice in the field of human resource management. The main focus is on the training and development of people to maximise their potential to achieve the goals of the business. The framework encompasses various quality management initiatives and the National Vocational Qualifications Scheme. The framework offers great potential for improvement and I am encouraged that many forces have now adopted the key principles contained in the initiative.

## **Police Patrol**

Patrol duties have long been considered central to policing because of the importance of maintaining public confidence and policing by consent. The patrolling officer is the principal interface between the police and members of the public. Although patrol duties consume approximately 55 per cent of police resources, patrol is an aspect of policing which is perhaps the least understood and the most problematic to encapsulate. It is difficult to produce a single definition for patrol, which might have multiple objectives depending on the location and the nature of local problems. An all embracing definition is the most appropriate; for example, “carrying out duties in uniform and in public in such a way that the officer is able to interact with members of the public”.

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The public attaches considerable value to patrol, frequently asking to see more officers on the beat. This contributes significantly to the reassurance of the public but creates a dilemma for police forces. It is difficult to balance the patrol function against responding to urgent calls from the public for assistance and the many other demands which often draw officers away from patrol to duties that may prove more productive in tackling crime.

I am therefore pleased with the publication by the Audit Commission of the report *Streetwise – Effective Police Patrol* which has brought the issue of patrol to the forefront of the policing debate. The report clearly acknowledges that directed, intelligence-driven patrolling has a central role to play in policing. The review identified three main areas for action:

- there are opportunities in many forces for improved management of the resources devoted to patrol and to manage existing demand better;
- uncommitted patrol time is not always used effectively and could be better targeted and more productive; and
- public expectation as to what the police should deliver, is not always realistic.

In response to the report, work is now under way to produce a management handbook along the lines of the highly successful guide, *Tackling Crime Effectively*. The handbook, which is being produced by the ACPO and the Inspectorate in liaison with the Audit Commission, will be entirely practical in nature and draw heavily on good practice for effective patrol management identified from around the country.

There are already signs in some forces of more structured thinking about patrol with evidence beginning to emerge of more directed patrolling and improved briefing of patrol officers. Whilst there are no simple solutions, I hope that the impetus provided by the *Streetwise* report and the publication of the handbook in September 1996 will contribute constructively to the debate, as forces review the need for change.

### **Tackling Crime**

The fear of crime affects everyone and plays an important part in determining our quality of life both as individuals and as members of the community in which we live and work. Tackling crime effectively, through prevention and detection, is

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therefore a key priority for the Police Service. Its importance is reflected nationally in the Home Secretary's key objectives and locally in all local policing plans.

There are many different causes of crime and crime patterns and the methods used by criminals change. However, I am certain that the Service, by working in partnership with local communities, businesses and statutory and voluntary agencies can develop innovative and co-ordinated strategies which actually make a difference. Such partnerships reduce the opportunities for crime and increase the likelihood of detecting those who remain determined to commit crime.

In the last three years, all police forces have reviewed the way they tackle crime and HM Inspectors have noted the introduction of many effective initiatives to deal with specific, local crime problems. In addition, most forces have adopted the principles outlined in the management handbook, *Tackling Crime Effectively*. The handbook, prepared jointly in 1994 by the ACPO, the Audit Commission and the Inspectorate, is an example of the close and productive co-operation in this area.

The handbook has, I believe, had a considerable impact on the way forces tackle crime, resulting in a more co-ordinated and integrated approach. Priorities are more explicit, there is a greater focus on activity, better use is made of technology and increased emphasis is placed on targeting prolific criminals.

The guidance contained in the handbook, which individual forces have adapted to suit local circumstances, has contributed to recent reductions in crime and enhanced the service given to the public. I therefore warmly welcome the production of *Tackling Crime Effectively, Volume 2*, which builds on the first handbook by identifying good practice. Volume 2 also reviews the latest research and provides further guidance on key issues such as crime prevention, the use of forensic science and the development of burglary and drugs strategies. Case studies are provided to illustrate the points made. I commend the handbooks to all police forces.

HM Inspectors continue, during the course of inspection, to monitor closely the ways in which forces tackle crime. It is encouraging to see the way in which forces are developing strategies to detect and prevent crime and to tackle drug misuse. A number of factors are central to that approach:

- the use of criminal intelligence;

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- integration of functional strategies for example, IT, personnel, training and finance;
  - communication and regular reinforcement of strategy at operational level;
  - a clear understanding of how personnel not directly involved in crime work can contribute, for example, traffic officers; and
  - inclusion within the crime strategy of the means by which major crime enquiries are conducted and resourced.

### ***Level of Crime***

As our society has become more wealthy so the opportunity to commit crime has increased and in the last four decades there has been a significant rise in recorded crime. The reasons for crime are complex, may vary from region to region and are not always susceptible to police control and influence. The Police Service does, however, play the central role in combating crime.

I am delighted therefore that the period under review has seen the third consecutive annual fall in crime reported to the police. On only two other occasions this century have there been three consecutive annual falls.

For the calendar year 1995, recorded crime decreased by 2.9 per cent with 35 out of the 43 forces in England and Wales reporting reductions. Of particular note were decreases of 14, 11 and 10 per cent respectively in Gwent, Durham and Dyfed-Powys. This sustained reduction is encouraging, particularly the continuing falls in residential burglary (down 11 per cent) and vehicle crime (down 4 per cent). Although the reductions might appear comparatively modest, they are significant numbers of crimes – 13,800 burglaries and 52,900 vehicle crimes. These represent individuals who would otherwise have been victims of crime. The reductions should also be considered against a background of the large increases recorded in recent years.

It is difficult to attribute any one factor to the reduction in crime but aspects such as the increased use of CCTV, police forces working in closer partnership with the community and moves to tackle crime in a more co-ordinated and proactive way, have all had an impact.

I am disappointed that detection rates have remained static at 26 per cent. There is considerable variation in the level of crime cleared up both in and between forces and for particular types of crime.

The clear-up rate remained the same or improved in 24 of the 43 police forces, with some forces recording very high levels of clear-up:

- Dyfed-Powys 57 per cent
- Gwent 50 per cent
- Cumbria 40 per cent
- Lincolnshire 39 per cent.

I am pleased to report continued police success in tackling serious crime, a high proportion of which was cleared up (Table 2).

Crime	Percentage clear-up	
	1994	1995
Homicide	88	92
Kidnapping	81	85
Wounding	77	77
Rape (female)	74	73
Blackmail	73	73
Aggravated burglary	50	50

*Table 2*

**Clear-up rate for serious crimes**

Offences with a much lower clear-up rate include theft from the person, theft of or from a vehicle and non-residential burglary.

The clear-up rate is just one of a number of factors by which police performance in tackling crime can be judged. The interpretation of data relating to crime is complex and must be undertaken with a degree of caution. I discuss this in more detail in Chapter 5, where I review police performance.

Certainly, there is no room for complacency. This is particularly true in respect of violent crime. Crimes of violence are deplorable, impact tragically on peoples' lives and have a damaging effect upon public confidence. Whilst there were decreases in some categories, overall the recorded violent crime figure increased by 2 per cent (the smallest calendar rise for 12 years). This increase was due largely to a rise in street robbery of 14 per cent. Violence against the person fell by 1 per cent – the first calendar year fall in 49 years. Certain types of crime tend to be concentrated in particular areas, for example, about three-quarters

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of robberies were recorded by metropolitan police forces. Increases in violent crime in some areas can be attributed to an escalation in violence associated with the illegal drugs trade, for example in Manchester and Merseyside and more widely, with organised crime.

I must emphasise, as I did last year, that violent crime remains very rare – it represents 6 per cent of all recorded crime and detection rates overall are in excess of 65 per cent. The victims of violent crime are often known to the assailant and those that fall victim are predominantly males in the age range 16–39 (63 per cent). The Police Service recognises the importance of tackling violent crime and initiated a number of specific operations to combat it during the year. One example of this was Operation “Eagle Eye” within the Metropolitan Police, aimed at preventing and detecting street robbery. The knife amnesty held in 1995, which removed nearly 40,000 knives from circulation, and new legislation tightening the sale of knives and enhancing police powers of arrest for the carrying of offensive weapons, are also very much welcomed. I would urge all police forces to make full use of the new powers wherever appropriate.

HM Inspectors found during the course of inspection that police forces continue to devote increased effort to tackling crime. Over the last few years, forces have revolutionised the way in which they deal with crime. There is now a much greater emphasis on the proactive approach both in prevention and detection and on working in partnership with others. This, combined with a number of legislative changes which strengthen the police hand in tackling crime has, I believe, contributed to the much improved position in respect of recorded crime.

### ***Recording Crime***

The recording of crime by the police is governed by detailed Home Office instructions that deal with the recording process and the counting of offences. These instructions provide the basis for a consistent series of recorded crime statistics in England and Wales. Decisions on the actual classification of individual crimes are taken by forces based in the main on legal definitions.

The integrity of recorded crime figures is important both to public confidence and in the analysis of patterns of crime. Over the years there has been some debate about the levels of crime recorded by the police and those reported by the British Crime Survey (BCS), following surveys of the public. The BCS figures have often been



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held to be closer to actual levels of crime committed. Clearly, not all crime is recorded – quite often because the victim does not come forward – but I am confident that the police figures fairly represent the level of crime which people feel is sufficiently serious.

Enhanced and more sophisticated recording practices, for example the introduction of crime desks and increased use of technology, mean that crime recording is becoming more accurate. The targeting of particular crimes, the improved approaches in dealing with certain types of crime and the introduction of telephone reporting systems have also encouraged the public to report crime. I therefore believe that in practice the gap between reported and actual levels of crime is closing.

In addition to the annual inspection process during which HM Inspectors continue to examine carefully force crime recording procedures, the Inspectorate undertook a special audit across all forces. The audit found:

- a high degree of compliance by police forces with the recording and classification rules;
- where there were minor errors or discrepancies in recording, this was in the main due to misclassification associated with the difficulty of interpreting the intent of the offender;
- there was scope for improved auditing of data in some forces;
- concern that guidelines on standards for charging suspects in cases of assault had led to a reduction in the level of recorded crime was not borne out; and
- there was scope for improved training of staff in recording practices.

The audit concluded that clarification of the guidance issued to police forces by the Home Office would be beneficial. HM Inspectors will continue to pay close attention to force crime recording practices during the course of inspections.

### ***Preventing Crime***

The prevention and reduction of crime is central to the policing role and must be a key element of any crime strategy. However, the Police Service acting alone is unlikely to make a significant impact. The growing number of effective partnerships with local communities, the business sector and statutory and voluntary agencies is therefore particularly encouraging.

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I welcome the publication of the White Paper *Protecting the Public* which sets out the Government's strategy on crime in England and Wales. The White Paper emphasises the role of crime prevention in partnership with others as a key element in that strategy.

I also welcome the new national Crime Prevention Agency launched in November 1995. This will lead to better co-ordination of existing crime prevention functions within the Home Office and, I hope, improve the promotion of crime prevention and lead to more effective promulgation of good practice.

The Home Office Crime Prevention College will be the principal operating arm of the Agency, with responsibility for the provision of training and consultancy to police forces and the private sector. The creation of the Agency should bring a greater degree of operational and managerial freedom to the College. I was pleased to see that the College has moved to much improved accommodation at Easingwold, as urged in a recent review by one of HM Inspectors.

HM Inspectors continue to review the crime prevention arrangements made by forces. Considerable emphasis is placed on crime prevention by most forces and all forces have officers dedicated to crime prevention duties. Roles were found to vary and in some forces there remains a need to ensure that crime prevention officers are not working in isolation but are fully integrated into anti-crime activity. Some forces would benefit from the development of a crime prevention strategy, fully linked with the overall crime strategy – crime prevention tends to have a lower profile in those forces without a strategy.

During the course of inspection, HM Inspectors identified a number of extremely effective crime prevention initiatives including:

- Lancashire – the targeting of a housing estate in Burnley resulted in a drop in burglary of 56 per cent. A number of initiatives were involved including the provision of security locks, sponsored by a major insurance company;
- West Mercia – local volunteers trained in domestic crime prevention and interpersonal skills give advice to victims of burglary. In one area burglary has fallen by 27 per cent; and
- South Wales – a multi-agency approach in an area of Cardiff to address criminal activity and anti-social behaviour has led to a significant reduction in the fear of crime and a reduction of 90 per cent in reported crime. Detection rates have risen

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from 20 per cent to a commendable 80 per cent. The success of this initiative is illustrated by a complete reversal of public attitude to living in the affected areas – all applications by the residents to be rehoused have now been withdrawn.

### ***Closed-Circuit Television Schemes (CCTV)***

During the past year there has been a considerable increase in the number of CCTV schemes. Recent research has confirmed the positive value of such schemes, which have a powerful deterrent effect on anti-social and criminal behaviour as well as increasing public confidence. CCTV also helps with effective deployment of police officers and provides evidence to support prosecutions. Little evidence has been found of displacement of crime and schemes have been warmly welcomed both by the public and police forces.

There have been some dramatic results as a result of the introduction of CCTV schemes, for example:

- in Newport, Gwent car crime fell by 53 per cent in the first six months of 1995 with criminal damage down 55 per cent and burglaries down 63 per cent;
- in Gloucester, a reduction of 80 per cent in violent crime has been achieved;
- in Bedford, a CCTV scheme operating since April 1994 has led to over 200 arrests with a reduction of more than 50 per cent in overall recorded crime in the city centre; and
- in Workington, crime had reduced overall by 75 per cent since the introduction of CCTV in 1994.

CCTV provides a good example of the use of new technology to combat crime, and many initiatives are developed in partnership with local authorities and the business community. I welcome the Government commitment to CCTV schemes with £5 million of additional funds distributed through competition to 106 schemes, and £15 million of funds committed for a further competition in 1996. This should also have the benefit of drawing in additional sponsorship from the private sector.

### ***Vehicle Crime***

Vehicle crime accounts for more than a quarter of all recorded crime. I am therefore pleased to report that significant progress has been made in the prevention of vehicle crime, which has declined by 15 per cent since 1992. In 1995 alone, there was a fall of 4 per cent – the third consecutive annual fall.

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These reductions have been brought about by joint work between the Government, motor manufacturers, the vehicle security industry and the Police Service. The *Sold Secure* and *Secured Car Parks Schemes* have been particularly successful. Similarly, the introduction of immobilisers and other security features have helped to make it more difficult to steal vehicles. I hope that these and other initiatives can be built upon by developing further the partnership approach in a co-ordinated and strategic way.

### ***Repeat Victimisation***

In my report last year, I drew attention to the work on repeat victimisation. Research has indicated that in one high crime area, once a house has been burgled, it is four times more likely to be burgled in future than one that has not been burgled before. Similar evidence is emerging for retailers and manufacturers. This can have a debilitating effect on victims with severe financial consequences for the business sector.

I therefore endorse the work undertaken by the Home Office Task Force to support and encourage police forces to integrate the repeat victimisation concept into operational practice. The initiative encourages forces to target those areas where crime is most likely to recur. The value lies not only in preventing crime but also in the analysis of data to provide intelligence and to support the victims of crime. This is reinforced by one of the Home Secretary's key objectives which places emphasis on the importance of reducing the incidence of repeat victimisation.

More forces are now developing strategies to deal with repeat victimisation, although there remains some difficulty for forces in identifying the extent of the problem due to weaknesses in their IT systems. Domestic burglary is the offence targeted most often by forces with some work in relation to, amongst others, domestic violence, racial crime and schools crime. In the coming year forces will be further encouraged to adopt repeat victimisation initiatives.

### ***Partnership***

In the paragraphs above, I refer on a number of occasions to the use of partnership initiatives. This has over the last few years been one of the success stories in policing. I am much encouraged by the enthusiasm with which forces have embraced the partnership concept and the strong and active support from local communities. Increased empowerment of local commanders has also created a greater interest in developing partnership programmes. I have already referred to

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some high profile examples. There are also numerous examples of initiatives developed, often by sergeants and constables, with local communities, to resolve specific problems. Although rarely attracting publicity, such initiatives form the backbone of the partnership drive and are one of the best ways of cementing relationships with the local community.

In my report last year I described in some detail the launch in September 1994 of the Government's *Partners Against Crime Campaign*, which brings together three main elements:

- continued emphasis on Neighbourhood Watch;
- development of the Street Watch concept which envisages a more proactive monitoring role for the community; and
- neighbourhood special constables – special constables with responsibility for patrolling specific areas.

Neighbourhood Watch is a particularly successful and well-established example of partnership, with increased interest recorded in most force areas. Over 153,000 schemes are now in existence – an increase of 8 per cent on last year – covering approximately 25 per cent of all households in England and Wales. Most forces now have a wide variety of Watch schemes targeted at particular areas, for example, public houses, farms and boats. The success of Watch schemes can vary and forces must provide regular support in order to maintain activity. This in turn consumes a significant proportion of resources. I am pleased to note that forces are taking a more rigorous approach to Neighbourhood Watch schemes, placing increased emphasis on viability and quality. I welcome the launch in October 1995 of the new National Neighbourhood Watch Association sponsored by General Accident, which I hope will raise the profile of Neighbourhood Watch nationally.

The neighbourhood constable concept has continued to develop with 20 forces now having schemes in place, many of which involve special constables with responsibility for specific communities. The Street Watch concept has evolved as a natural extension to Neighbourhood Watch rather than being developed as a separate entity.

No amount of re-organisation of forces will prove effective unless the support and goodwill that exists within the community is harnessed effectively. I am therefore concerned that the Police Service should always respond appropriately in mobilising such support. Partnership issues will remain a priority for HM Inspectors.

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The Inspectorate is also conducting a thematic inspection into progress with partnership initiatives and use of the Special Constabulary, which is due to report in September 1996.

An issue emerging within some forces is the limited access to funding to initiate specific projects. Although forces frequently support initiatives by providing police officer time, this is not always sufficient. I would therefore encourage forces to consider the potential for sponsorship wherever appropriate, as an effective means of increasing resources available to tackle crime. Guidance on sponsorship is included in the *Home Office Code of Practice on Financial Management*, which was published in November 1994.

Forces are beginning to make greater and more effective use of sponsorship, for example:

- Dorset – £37,500 was raised by local businesses in support of CCTV installation; and
- Northamptonshire – an initiative aimed at young people attracted £15,000 in sponsorship.

### ***Detecting Crime***

The Police Service devotes considerable resources both to the reactive investigation of reported crime and to the proactive targeting of known criminals. The acquisition and analysis of intelligence and the use of technology are crucial to the successful investigation of crime. New skills also need to be developed given the increasing emphasis on various forms of crime pattern analysis, the cultivation of informants and the introduction of intelligence-led strategies. It is particularly important for officers to receive appropriate training and assistance to develop those skills.

There is firm evidence that well-planned initiatives can make a considerable impact on the level of crime through the targeting of particular types of crime and prolific criminals. It is in this way that specific local problems are best addressed. Forces undertake regularly such operations for which there is often little publicity, and insufficient credit given. During the past year there were a number of particularly successful initiatives, including:

- in May 1995, 5,000 officers from 22 forces across the South of England and Wales made 1,324 arrests in a co-ordinated operation against burglars;
- Operation “Christmas Cracker”, involving 12,000 officers from

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40 forces, resulted in the arrest of more than 3,000 people, with £1.8 million worth of stolen property recovered;

- Cambridgeshire – an intelligence driven operation led to 100 arrests in connection with offences involving large-scale vehicle ringing; and
- in Cardiff, divisional officers have been trained in surveillance techniques, leading to 50 operations with over 170 arrests.

Police forces continue to conduct Operation “Bumblebee”-type operations designed to combat burglary:

- in Hertfordshire, as a result of Operation “Spider”, the detection rate for burglary has risen from 15 to 47 per cent;
- in Hartlepool, domestic burglaries were targeted with a local reduction of 15 per cent; and
- in Bedfordshire, there was a reduction in burglary of 21 per cent.

As with crime prevention, the detection of crime relies on support from the public – information received plays a significant part in the detection of many crimes. “Crimestoppers” has made an important contribution to the fight against crime, and in the calendar year 1995, 3,355 people were arrested and charged as a direct result of calls to the “Crimestoppers” line.

Crime continues to increase in complexity and criminals always look for new ways to avoid detection. Consequently, new aids to investigation are constantly sought in the evermore sophisticated fight against crime.

It is essential for the Police Service to remain at the forefront of developments in information technology. The introduction of the PHOENIX system in May 1995 has enabled the police to enter and retrieve records of arrests and convictions directly. With effect from November 1995, facilities were added to allow the recording of cautions on a national basis. Further enhancements to PHOENIX are planned, the most important being QUEST – an investigative facility for searching the database for all convicted offenders. Progress is also being made with the introduction of a National Automated Fingerprint Identification System which will incorporate the National Fingerprint Collection, and also with HOLMES 2 – the computer system which supports the investigation of major crime. Both projects will make a

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considerable contribution to the effective investigation of crime. The importance of technology in tackling crime is discussed in more detail in Chapter 6.

The use of computers by criminals is also developing and there has been an increase in computer-related crime with evidence of organised criminals moving into this area. I therefore welcome the guidance produced by the ACPO to assist officers in the investigation of such crimes. This is another example of the changing pattern of crime to which police forces have to respond.

As a result of provisions contained in the Criminal Justice and Public Order Act 1994, non-intimate body samples can now be taken from suspects on arrest for inclusion in a DNA database. I welcome the introduction in April 1995 of the national DNA Database run by the Forensic Science Service – the first such database in the world. The database has already proved to be particularly useful in identifying suspects in connection with sexual offences, other violent crimes and burglary. In the first year alone there have been over 1,000 matches between suspects and crime scenes or between one crime scene and another. A number of mass screenings have also been undertaken.

There is every indication that DNA profiling will prove to be a valuable weapon in the investigative armoury of the police.

To date, however, wide variation has been noted between forces in the number of submissions for DNA profiling and subsequent successful matches. In order for the system to be effective, a consistent and comprehensive level of submission will be required. I therefore urge forces to make use of DNA profiling wherever appropriate.

A further and important development during the last year was the establishment of the National Crime Faculty at the Police Staff College. In addition to providing greater co-ordination in the development and delivery of crime-related training, the Faculty is developing a research and data analysis capability to help forces investigate serious and violent crime. I welcome this approach which is being led by the ACPO Crime Committee. I believe that the development of such a centre of excellence will prove invaluable.

Earlier in my report I referred on a number of occasions to the importance of intelligence in the proactive approach to tackling crime. During the course of inspection, HM Inspectors



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identified the need for a number of forces to review their systems for the collection of intelligence with scope for a more standard approach to be adopted within and between forces. Collection of intelligence was at times found to be hampered by a lack of information technology. A number of forces would also benefit from an improved capacity for crime pattern analysis. There were, however, some good examples of the use of intelligence:

- Staffordshire has a force-wide intelligence system with an impressive crime pattern analysis facility; and
- North Yorkshire has an intelligence system with comprehensive crime pattern analysis soon to be introduced.

The pattern of crime has changed significantly in recent years. Whereas previously approximately 96 per cent of all crime used to be committed within a two mile radius of the offender's home, in excess of 20 per cent of crime is now committed by criminals from outside the force area. HM Inspectors identified scope for improved analysis of intelligence to combat cross-border crime and for better exchange of intelligence between forces. The Inspectorate therefore proposes in 1996 to conduct a thematic review to examine the current approaches to the management and use of criminal intelligence in police forces.

The Police Service is becoming increasingly specialised in tackling crime. This is manifested in the setting up of dedicated units which provide an enhanced focus and enable officers to develop expertise in investigating particular types of crime. I am pleased to report that continued emphasis is placed by forces on crimes involving child abuse and domestic violence, with the majority of forces maintaining special units. Liaison between police forces and social services departments is generally good.

Financial investigation is another developing area which can assist in the detection of crime. I welcome the introduction of the Proceeds of Crime Act 1995 which extends earlier legislation in this respect. The majority of forces have small, dedicated financial investigation units usually linked closely to their drugs squad. HM Inspectors identified scope for the majority of such units to become more proactive with the potential for greater prioritisation of investigations. Given the much wider focus of the new legislation, forces will wish to consider both the size and location of investigative units. Forces need also to ensure that staff are fully trained in this complex area and to consider the scope to employ professional civilian staff.

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Visits to prisoners serving custodial sentences are a recognised and acceptable method of detecting crime. They provide reassurance to the victims of crime, may lead to the recovery of stolen property and can play an invaluable role in developing intelligence. That said, it is essential that the procedures adopted are clearly defined and closely supervised. Whilst the majority of forces follow the advice issued by one of my predecessors in 1987, the review of crime recording and a number of individual force inspections have revealed that it is timely to renew and update that advice. Since 1987 there has been a significant change in the way police forces are structured, together with legislative developments related to the treatment of suspects. I have therefore issued revised guidance to forces.

HM Inspectors will during the course of inspection continue to pay close attention to the methods used by forces and the degree of reliance placed on post-sentence visits for the detection of crime.

### ***Organised Crime***

Regional crime squads and the National Criminal Intelligence Service (NCIS) already play a major role in combating organised crime. Regional crime squads consist of highly trained officers drawn from constituent police forces, who focus upon crimes of a regional, national and international nature. During the reporting period, HM Inspectors undertook inspections of the regional crime squads covering the Midlands and North East England. The inspections confirmed significant successes in dealing with major crime and criminals. A large proportion of their work is drug-related, with significant seizures of drugs, counterfeit currency and firearms.

There is no doubt that serious and organised crime is growing in sophistication, and it is essential for law enforcement agencies to be properly structured and resourced to meet that challenge. In this respect I welcome the most constructive report of the Home Affairs Select Committee on organised crime.

I also welcome a number of proposals better to co-ordinate and focus the effort of law enforcement agencies against organised crime and to ensure that resources are deployed to best effect:

- legislation which will enable the Security Service to deploy its special skills in support of law enforcement agencies in dealing with the most serious crime;
- the proposal to develop existing regional crime squads into a national squad; and

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- proposals to strengthen the role and independence of NCIS.

Further discussion and legislation will be required before the proposals can be implemented. Taken together, I believe they will have a positive impact on tackling organised crime.

### ***Terrorism***

Although in comparison with recent years, the number of terrorist attacks was relatively low, I profoundly regret that the Provisional IRA ended their ceasefire on 9 February 1996, with the devastating explosion at Docklands in London. Further terrorist incidents led subsequently to the introduction of enhanced powers for the police to stop and search individuals, search premises and unaccompanied goods, together with powers to close roads and restrict parking in extreme circumstances. I am confident the powers are justified and will assist in both the prevention and detection of terrorist acts. Police forces retained their preparedness to deal with terrorism and maintained effective co-operation with the Security Service. The threat remains both from international terrorism and other groups prepared to resort to extreme acts of violence.

### **Drug Misuse**

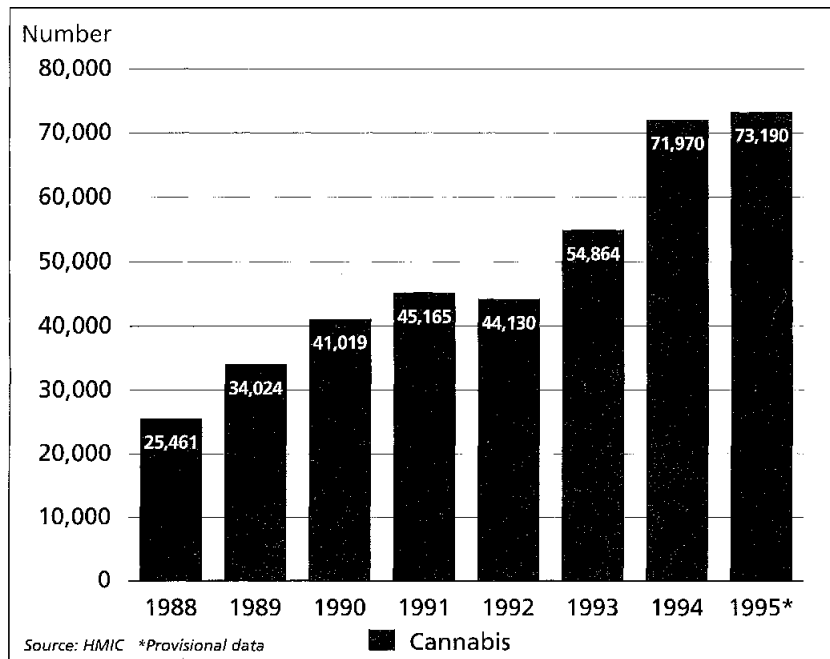
The scale and severity of drug misuse continue to increase. Once again there is an upward trend in the quantity of drugs seized by police forces (Figures 1A and 1B). Drugs pose a significant threat to our society, not only to peace and good order but also because of the tragic consequences drugs misuse can have for individuals and their families. This was vividly illustrated during the year by a number of fatalities involving the use of the drug Ecstasy (MDMA). Clear links between drugs and crime exist – whether it be violent crime of the type seen in Liverpool and elsewhere in the last year or acquisitive volume crime to finance the purchase of drugs.

I welcome the comprehensive new drugs strategy contained in the White Paper *Tackling Drugs Together* launched early in 1995. It includes a recognition of the need for:

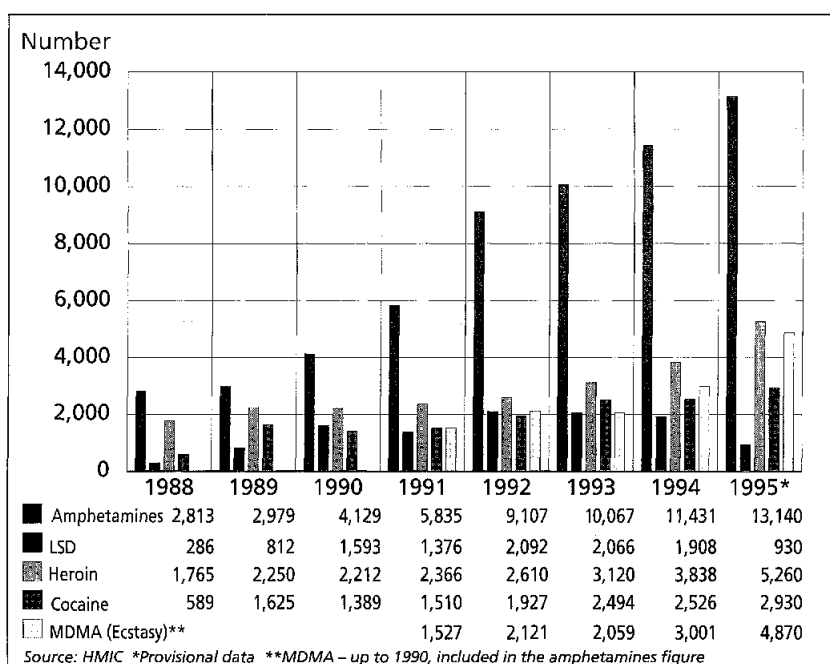
- vigorous law enforcement to reduce the supply of drugs;
- stronger action to reduce demand by developing drug education programmes aimed particularly at young people; and
- provision of treatment and rehabilitation facilities.

The White Paper endorses a partnership approach at local level and has led to the creation of 105 Drugs Action Teams throughout

*Figure 1A*  
**Police seizures of cannabis**



*Figure 1B*  
**Police seizures of controlled drugs**



the country. Senior executives of the key agencies, including the police, are represented on these teams, whose primary objective is to co-ordinate positive action at the strategic level.

As part of the national strategy, chief officers were asked to establish and publish force drugs strategies by the end of March 1995. The Inspectorate is currently undertaking a thematic inspection of drugs issues to assess the progress made following publication of the White Paper. The review has found that all

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forces have either established or reviewed and updated existing drug strategies. Some forces need to ensure that drugs strategies are fully integrated with their crime strategies and there is scope for improved target setting. Most forces have embraced wholeheartedly the principles of *Tackling Drugs Together* and are playing an active role within Drugs Action Teams and participating in both education and rehabilitation programmes.

The review also found a high level of awareness of drugs-related issues in the majority of forces with a strong emphasis on enforcement. HM Inspectors were encouraged by a number of successful initiatives targeted against drugs suppliers, including:

- operations in Nottinghamshire resulted in seven arrests, the seizure of £13 million of controlled drugs and the recovery of a large amount of money; and
- operations in Avon and Somerset which proved particularly successful against drugs suppliers.

Forces have also recognised the importance of involving other agencies in partnership to tackle drugs misuse:

- officers in South London work with their local Home Office drugs prevention team, others in the criminal justice system as well as drug agencies, in targeting problem drug users and referring them for help or treatment at the point at which they come into contact with the criminal justice system; and
- Greater Manchester Police, in partnership with the Probation Service, their local Home Office drugs prevention team and other local drug agencies, are involved in a drama based schools project that encourages young people to think hard about the personal, social and criminal consequences of drugs misuse.

In terms of enforcement, the Inspectorate found that greater effort is being made to co-ordinate activity more effectively, there is better use of intelligence and improved tasking and briefing of officers. Some forces will need to review officer training in drugs-related issues and reconsider the resources allocated to financial investigation of suspects. Nationally there is a need to develop meaningful performance indicators to assess police activity against drug misuse, and a joint working group from the ACPO has initiated a promising pilot scheme. Whilst there is widespread recognition of drugs-related criminality, it is proving very difficult to quantify to any degree of accuracy.

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The White Paper has rightly focused on the activity of a number of key agencies to counter the menace of drug misuse. The success of this initiative therefore relies not only on police forces but on the maintenance of productive multi-agency partnerships.

### **The Criminal Justice System**

There has been considerable and continued debate this year about various aspects of the criminal justice system and the merits of proposed changes. I broadly welcome any measures, coupled with adequate safeguards, which equip and empower police forces to become more effective and which better protect the public.

The provisions of the Criminal Justice and Public Order Act 1994 were warmly welcomed by police forces as a significant step forward in tackling crime and dealing with serious and persistent offenders. Further legislation now in the pipeline will make it more difficult for the criminal, provide additional support for the police in the fight against crime and reduce unnecessary administrative pressures on police forces.

The Police Service stands at the gateway to the criminal justice system and has a clear responsibility to prepare files promptly, accurately and with the highest quality of evidence. For some time, I, and others, have been concerned at the administrative burdens associated with the preparation and submission of files and the pressure placed upon police resources by the subsequent judicial processes. Recent research indicated that more than half of the police officers attending court as witnesses were not called upon to give evidence, at an equivalent cost of £20 million per year in lost operational capability.

There have been a number of positive developments during the last year designed to minimise unnecessary administrative burdens. These include:

- the introduction of abbreviated files for certain categories of case;
- the introduction of charging standards for offences against the person and certain public order and traffic offences; and
- the revision of the *Pre-Trial Issues Manual of Guidance*.

### **Police Forces and the Crown Prosecution Service**

During the year, a pilot scheme established joint performance management (JPM) groups between police force and Crown

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Prosecution Service (CPS) representatives. The groups were tasked with improving the monitoring procedures for the quality, content and timeliness of prosecution files prepared by the police and also for case discontinuance – cases that did not proceed to a full court hearing. Although there were some initial difficulties, the results were promising and the initiative is being extended progressively throughout the country.

HM Inspectors have commented favourably during the course of inspection on the extent of good relations that exist between police forces and their local CPS. I believe the JPM initiative, which will depend for its success both on the ability to collect accurate data and the dynamics and empowerment of the liaison groups, will build on this relationship and lead to improved performance.

It is essential that the constituent agencies of the criminal justice system work together, to enhance the quality of service provided to victims, witnesses and offenders. The introduction, on a trial basis, of CPS representatives into certain police stations to provide early advice is also to be welcomed.

I remain concerned, however, at the high number of proceedings discontinued which, as a proportion of all cases finalised, remained at 12 per cent in 1995. In addition to this, the number of cases written off by the CPS stands at 10 per cent. Whilst some withdrawals and discontinuances are unavoidable, this high figure represents not only a significant amount of wasted police effort. I am also concerned about the effect on the victims of crime and the residual impact on offenders.

### ***Efficiency Scrutiny of Administrative Burdens***

In 1995, following concerns expressed by the Prime Minister, an efficiency scrutiny was commissioned to examine the administrative burdens placed on the police in the context of the criminal justice system. The Masefield Scrutiny report contained 44 recommendations and 29 endorsements requiring action in partnership by all the criminal justice agencies. Responsibility for action rests with the Trials Issues Group – a multi-agency group with representatives from throughout the criminal justice system.

The report emphasised the shared responsibility for all agencies across the entire criminal justice system. The recommendations and endorsements of the Scrutiny are designed to:

- eliminate unnecessary paperwork;
- improve business processes and systems;

- 
- clarify roles and responsibilities;
  - strengthen performance management; and
  - promote joint problem solving between agencies, nationally as well as locally.

The Scrutiny identified a key role for the Inspectorate which included:

- a review of the background data requested of forces on an annual basis – subsequent reductions should significantly lessen the burden placed on forces; and
- a commitment to monitor the progress made by forces in the preparation of action plans and subsequent implementation of relevant recommendations and endorsements.

The Inspectorate held two successful seminars in February 1996, to help raise the awareness in forces of the key issues involved and assist in the preparation of force action plans. HM Inspectors will assess the progress of all forces during the course of inspection. In addition the Inspectorate will conduct a thematic inspection towards the end of 1996 in order to review in more detail the extent of force progress against their action plans and the likelihood of efficiency savings.

I believe that the Masefield Scrutiny provides a platform for making the criminal justice system more efficient and effective both for users of the system and the constituent agencies. An example of the progress already being made is the recently agreed *National Model Agreement for Standards of Witness Care* – including police witnesses – which will be implemented through local service level agreements between the criminal justice agencies.

Whilst I am anxious that any burdens should be reduced to a minimum, it is important to remember that certain elements of paperwork, although time-consuming, constitute an important procedural element which provide safeguards for suspects and police officers alike. Such tasks should not be regarded as a burden.

#### ***Cautioning of Offenders***

During the course of the year, concern was expressed over cautioning policy, particularly in relation to high profile cases reported in the media involving either serious or repeat offenders.



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The Home Office provided guidance to forces, revised in March 1994, against which police forces determine cautioning policy. In addition, the ACPO has produced a guidance note which provides valuable support. The guidance is designed to discourage the use of cautioning in inappropriate circumstances, encourage greater consistency between police forces and promote better recording practices.

During the course of inspections, HM Inspectors monitor force practice against the available guidance. HM Inspectors found generally close adherence to cautioning policy. In total, 4 per cent of notifiable offences were cleared up by means of a caution, although there is some variation between forces. Despite an overall fall in the number of cautions, the cautioning rate remained at approximately 40 per cent of indictable offences due largely to the use of cautions for the growing number of less serious drug offences. Whilst it may appear that some cautions have been given inappropriately, it is difficult to make a final judgement in the absence of the full and detailed circumstances of each case.

### ***Holding of Prisoners in Police Cells***

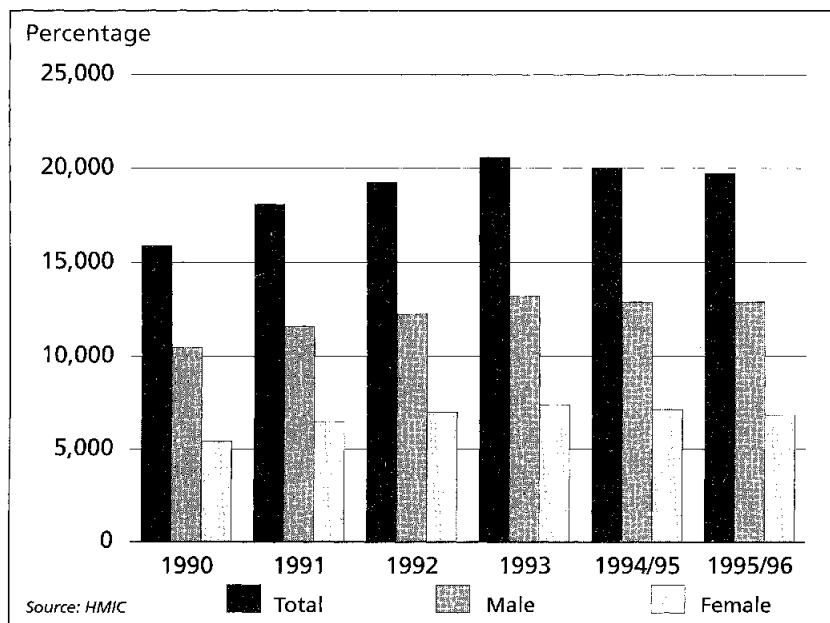
In my report last year, I referred to previous concerns at the extent to which remand and convicted prisoners had been held in police cells – cells which are not designed for long-term occupancy. Once again, I am pleased to report, against the background of an increasing prison population, that since June 1995 police forces have not been asked to accommodate such prisoners. The use of police cells in this way remains unlikely for the foreseeable future.

### **The Special Constabulary**

The role of the Special Constabulary is to assist with but not replace the work of regular officers. Special constables are unpaid volunteers who serve as police officers in their own time, wear uniform and have the full powers of a constable. This is one of the best and longest-running examples of partnership with the local community, and I am pleased to note there is evidence that the contribution of the Special Constabulary is increasingly valued by forces.

Overall, the number of specials declined last year by about 1.5 per cent, to 19,736 (Figure 2). Nine forces have achieved the national target set for the Special Constabulary, at 24 per cent of the regular force strength (Table 3).

*Figure 2*  
**Special Constabulary strength – England and Wales**



The difficulty in sustaining the number of special constables is in no small measure due to the very high levels of wastage, although many of those leaving do in fact become regular officers. It remains more difficult for forces to recruit from inner city areas.

I welcome the recruitment campaign funded and co-ordinated by the Home Office, which has generated considerable interest. If the success of the campaign is to be translated into additional special constables, much will need to be done by forces to reduce the level of wastage. For example, many forces need still to develop an appropriate and co-ordinated system for exit interviews in order to determine and act on the reasons for resignation.

*Table 3*  
**Forces meeting Special Constabulary target**

Force	Specials strength as % of regular police force
Devon and Cornwall	38
Suffolk	36
Warwickshire	35
Staffordshire	32
West Mercia	30
Gloucestershire	29
North Yorkshire	27
Lincolnshire	26
Northamptonshire	25

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During the course of inspection, HM Inspectors identified, in a number of forces, unjustifiable delays of up to 12 months in the processing of applications for the Special Constabulary. This is in stark contrast to forces such as Gwent which are able to complete the recruitment process in around eight weeks. Lengthy delays in recruitment can act as a considerable disincentive to potential applicants and greater effort is needed to speed up recruitment campaigns.

There is considerable variation across the country in the way specials are deployed. In many forces special constables are fully integrated into the force and undertake a wide range of duties including uniformed patrol, plain clothes and driving duties. There were some particularly good examples of the use of specials in a more directed and proactive way:

- in Durham, specials work closely with regular officers in the policing of a particularly challenging environment;
- in Leicestershire, a burglary repeat victimisation scheme, run by the Special Constabulary, appears to be making a significant contribution to crime reduction;
- in Merseyside, where specials are integrated fully into the force and an appraisal system has been introduced to identify training needs; and
- in Staffordshire and North Yorkshire, specials work closely with the force and undertake a wide range of duties.

There remains scope in some forces to better define the role intended for specials.

There is considerable variation too in the extent of equipment and training afforded to special constables. Whilst I recognise the significant cost implications, I urge forces to ensure that all officers are supported fully in the discharge of their duties. Some forces would benefit from making better use of the skills specials bring with them from their full-time occupations – for example, Gloucestershire maintains a skills index.

I also welcome the provision by Government of an additional £3.75 million of funding for the Special Constabulary, distributed to forces on a “challenge” basis, to help forces increase the number of specials and improve training and recruitment processes. Great interest was shown with all forces submitting bids, of which 27 were successful. The Inspectorate played an

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active part in the assessment process. Such was the quality of the bids it was inevitable that a number of good ones would fail. The challenge process will once again be run in 1996/97, with significantly increased funding. I believe the additional funding should go some way to addressing the problems outlined above, and I encourage all forces to reapply this year.

As illustrated above, there is significant variation across the country in the interaction of forces with the Special Constabulary. I therefore welcome the Home Office Joint Working Group tasked with reviewing the terms, conditions, deployment and organisation of the Special Constabulary. The Inspectorate made a significant contribution to the Working Group which together with a thematic review of the Special Constabulary, will provide examples of good practice and form the basis on which forces will be inspected in future years. This will, I hope, boost the role of the Special Constabulary.

In summary, I believe the following factors are essential if the Service is to maximise the benefits that can be achieved from the Special Constabulary:

- there must be firm leadership, particularly from chief officers and local commanders;
- the role of specials within the force must be clearly defined and understood;
- training should match the role;
- the need for good personnel practices applies equally to specials for example, recruitment and appraisal; and
- specials need proper supervision and appropriate levels of equipment and support.

### **Community Relations and Community Consultation**

It is vital that police forces maintain the confidence of their local communities and ensure that both individuals and the community itself are treated in an equitable and open way. Whilst police forces need to understand the priorities and pressures felt by the community, the community must understand the potential constraints and conflicting priorities on the delivery of police services. This calls for effective consultation and communication in both directions.

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The Police Service has for a long time looked at ways to determine the public's priorities for policing. Those priorities have contributed to the Statement of Common Purpose, the Quality of Service initiative and force charters. As long ago as 1989, public perception was an important factor in the ACPO Operational Policing Review.

The Police and Magistrates' Courts Act now provides a statutory framework for consultation within the context of the local policing plan. There are many and varied examples of consultation both formal and informal, outlined in the policing plans. Police forces increasingly use surveys to monitor public satisfaction and seek ways of improving service delivery. Much good work is also done to cement community relations through the wide range of partnership initiatives undertaken by forces.

Police forces with large ethnic minority populations need to place continued emphasis on relations with those communities – an area in the past where relationships have been especially strained. Thorough investigation of racially-motivated crime, which has a debilitating effect, can do much to improve the safety and maintain the confidence of minority communities. I therefore encourage forces to consider the potential for inclusion of such crime in their repeat victimisation programmes.

Police authorities have lead responsibility for local consultation processes to determine local policing requirements. Once again the effectiveness of Police Community Consultative Groups was called into question both as forums for consultation and in terms of the contribution made to community safety. With one or two notable exceptions, meetings were not always well publicised in advance, attendance at meetings was poor, and meetings were unrepresentative of the local community. I recognise the solutions to these problems are far from easy, but I am encouraged by the indication emerging from inspections that some new police authorities are seeking to re-vitalise the consultative groups, for which they are ultimately responsible.

Improving local consultation was one of the key issues to emerge from a seminar held by the Prime Minister "Criminal Justice and the Citizen". I therefore welcome current research by the Home Office Police Research Group on the effectiveness of consultation. This will look primarily at consultation with the community in the context of preparation of the local policing plan and seek to identify good practice. The Inspectorate plans to undertake a thematic inspection on community and race relations which will touch on this and many other important aspects of relations with the community.

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## **Public Order**

The maintenance of public order is a key responsibility for police forces and essential if the quality of life of communities is to be sustained. The incidence of public disorder is to a great extent random and unpredictable and can be triggered by particular police operations or unforeseen events. Forces continue to retain a high state of readiness in order to guarantee a fast and appropriate response. This capability, the need for which was underlined once again last year, is not without cost, for example, in terms of training and equipment.

I regret to report an increase, compared with last year, in the incidence of public disorder during the reporting period. Outbreaks were spread across the country and in the main with no particular pattern. I deplore the destruction, damage and gratuitous violence used by a few to the cost of the local community at large. Incidents included:

- major public disorder in Brixton, London, in December 1995;
- disturbances in Bradford, Leeds, Liverpool and Luton;
- significant disorder, at times aggressive, associated with road schemes in Newbury and East London; and
- sustained campaigns against the export of live animals through various air and sea ports, placing particularly heavy demands on Essex, Kent, Sussex and Warwickshire.

Outbreaks of disorder were dealt with rapidly and effectively by the forces concerned. The value of the additional powers granted by the Criminal Justice and Public Order Act 1994 also became apparent. Such operations underline the need for careful planning, sensitivity and, wherever possible, involvement of the local community. The policing of protracted disputes and major disorder can place considerable strain on police resources, to the detriment of the level of policing otherwise afforded to the local community.

I was particularly impressed at the nature and extent of planning for the policing of the European Football Championships. Of special note were the success of international liaison and the intelligence operation mounted by the NCIS. In the event, the Championships proceeded with comparatively little public disorder, although I deplore the unjustifiable violence seen in London and elsewhere after the semi-final defeat of the England team. The success overall of the operation is, in no small measure, a reflection of the professional commitment of police forces around the country.

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## Protection of Police Officers

Police officers on patrol have always encountered criminals willing to use violence to achieve unlawful objectives. In recent years, this has increased, as has the degree of violence associated with public disorder. In particular, the level of violence linked to the illegal trade in drugs has escalated, and the mental illness of assailants continues to be a feature of many assaults on the police.

I am keenly aware of the concerns expressed by police officers who perceive themselves as being at greater risk than before. Whilst I and my colleagues remain opposed to the general arming of police officers, I strongly support the development and introduction of a range of solutions appropriate to the different types of risk. The protection of both the public and police officers remains of paramount importance.

Much has been done in recent years to strengthen the police response to violence and improve the degree of protection afforded to officers:

- forces are developing broader training strategies involving both conflict management and self-defence;
- the use of more effective batons and rigid handcuffs has given officers increased confidence with some evidence now emerging of a reduction in the levels of assault and a considerable deterrent effect on potential assailants;
- increasing availability of protective clothing;
- force reviews of firearms response have led to increased deployment of armed response vehicles (ARVs) to guarantee a more rapid, co-ordinated and skilled response; and
- the authorisation of trials of CS aerosol incapacitant involving 16 forces.

In my report last year I described in detail the findings of a thematic review, *Facing Violence, The Response of Provincial Police Forces*. The report provided a checklist for forces and made a significant contribution to the development of good practice in the response to violence generally. I am pleased to note that the report has led to a number of forces reviewing their procedures. The review also identified the need for further work on officer safety, which will be undertaken by the Inspectorate as a thematic inspection during 1996/97.

I continue to be concerned that the level of assaults on police officers remains at an unacceptably high level. Whilst I welcome the overall decline in the number of assaults, this masks an underlying and disturbingly high level of serious assaults (Table 4). Such assaults often have tragic consequences, such as the untimely death of Constable Phillip Walters – shot callously whilst attempting to make an arrest having been called to a disturbance in Ilford, East London. This brings to 12 the number of police officers in England and Wales murdered since 1989 in the course of their duty. But for good fortune and the provision of rapid medical intervention, a number of serious assaults experienced by officers during the reporting period could easily have resulted in the deaths of those involved. This provides as clear an illustration as any of the risks inherent in policing and I commend the bravery of police officers who often work in difficult, dangerous and unpredictable circumstances.

*Table 4*  
**Assaults on  
police**

Degree of injury	1989	1990	1991	1992	1993	1994/95	1995/96
Fatal	2	1	5	0	2	1	1
Serious	1,062	1,572	1,275	963	886	652	654
Other	16,963	16,705	17,870	17,145	17,062	14,904	14,411
Total assaults	18,072	18,278	19,150	18,108	17,950	15,587	15,066

In my report last year I commented on what appeared to be a significant increase in the number of serious assaults on police officers. Since my report, a number of forces have revised their figures downwards, resulting in an overall decrease of 13 per cent in the level of serious assaults compared with 1993. I therefore urge forces to ensure that every effort is made to produce accurate and timely data in an area of considerable importance to staff welfare.

I have already mentioned that the incidence of the criminal use of firearms continues to rise. This has a direct impact on the deployment of firearms by police forces. Of particular concern is the nature and number of weapons seized. The problem is particularly manifest in some metropolitan areas, associated with gang warfare and the illegal drugs trade. This has, however, met with a robust police response in the areas concerned.

The number of occasions on which police officers were issued with firearms to respond to a real or potential armed threat rose by 30 per cent to 7,725 during 1995/96. Although the pattern varies between forces, the figures reflect a significant increase in



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many forces. Firearms are still used by police on comparatively rare occasions, with shots fired at suspects during only seven incidents. The number of authorised firearms officers (AFOs) declined slightly last year with the average remaining at approximately 5 per cent of force strength – a reflection of the policy of developing greater expertise in fewer officers. A total of 42 forces now deploy ARVs which ensure greater speed of response and faster access to weapons. ARVs undertook approximately 50 per cent of firearms operations.

Whilst the number of firearms operations continued to rise, the degree of use varied considerably between forces with, as might reasonably be expected, the highest proportion of firearms incidents once again occurring within metropolitan police force areas (71 per cent).

HM Inspectors continue during the course of inspection to look carefully at the way in which forces use firearms. The basis for assessment remains the comprehensive manual of guidance issued by the ACPO. Overall, force policy and practice relating to the use of firearms were found to be satisfactory, with advice given on a range of comparatively minor matters. I believe the Police Service continues to hold a creditable record in the deployment and use of firearms.

### **Firearms Licensing**

The Police Service continues to have responsibility for the administration of the firearms and shotgun licensing system. At the end of 1995 there were 795,000 holders of certificates – a decrease of nearly 2 per cent on 1994 – which are now granted on a five-yearly renewable basis. This continues the gradual decline in the total number of certificate holders seen over the past five years. In 1995 there was a total of 11,053 new applications – down 7 per cent. The tragic shooting incident at a primary school in Dunblane, Scotland, will have implications for police forces nationwide. A number of forces are already beginning to review licensing procedures, in advance of the outcome of the Cullen Inquiry commissioned by the Government.

### **Traffic Policing**

Traffic officers continue to undertake a wide range of policing tasks. Whilst the majority of their time is devoted to traffic duties, a significant contribution is made to crime-related matters. The work of traffic officers naturally reinforces force-wide objectives, such as the need for high visibility policing and

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responding urgently to calls from the public. This underlines their position as an integral and vital part of policing as a whole – a position I fully endorse.

There remains a strong case for a high profile and visible police presence on the road network, both to act as a deterrent and for enforcement purposes. Although certain offences may appear comparatively minor, the consequences in terms of the threat to life and safety can be extremely serious.

During the course of the year, further concern was expressed that traffic policing had for many forces become a lower priority against the background of the Home Secretary's key policing objectives, which focus principally on tackling crime and responding to calls from the public. In setting out his objectives, the Home Secretary continues to stress the importance of traffic policing generally, and working towards the Department of Transport objective to reduce road casualties. I fully endorse that position. I am also encouraged by the fact that specific commitments on traffic policing and traffic policing objectives are included in most local policing plans. Nevertheless, I urge forces to give continued emphasis to traffic-related matters.

From time to time, concern has also been expressed about the level of support given by forces to other enforcement agencies, for example, the Vehicles Inspectorate. Such agencies have a duty to check certain aspects of vehicles, but have no powers to stop or direct traffic. Although the suggestion has not been made, I oppose in principle the extension of such police powers but the Police Service must continue to provide the appropriate degree of support needed by other agencies to fulfil their responsibilities.

Traffic policing provides an especially good example of how the latest technology can be deployed to deter and detect offenders. Most forces now use sophisticated radar and recording equipment to educate and prosecute offenders. The use of camera technology to detect speeding and red traffic light offences has continued to spread. This provides a particularly cost-effective way of improving driver behaviour and reducing road casualties. There remains scope to expand the use of camera technology when funds become available. I remain firmly of the view that the overall responsibility for enforcement should remain with police forces.

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Traffic policing remains a priority issue for HM Inspectors during the course of primary inspections. Many forces have now introduced well thought-out traffic strategies, for example, Bedfordshire, Essex and West Yorkshire, often with imaginative use of camera technology. All forces embrace the need to work towards the Department of Transport objective of reducing road casualties by one-third by the year 2000 (compared against the average figure for the period 1981–1985) – an objective for which the Police Service does not have sole responsibility. Many traffic departments believe that education and advice ultimately have a greater impact on changing driver behaviour than prosecution. Where forces adopt that approach, the number of prosecutions for endorsable traffic offences will inevitably decline – such a measure is therefore not the best indicator of the effort devoted by forces.

A number of forces have now devolved responsibility for traffic policing away from a central department to individual local commanders. Where this occurs, forces need to ensure that a central strategy is maintained and that traffic-related matters are neither diluted nor overlooked. Forces that retain a central traffic function need also to ensure that links with local divisions are strengthened. A number of forces have now introduced service level agreements between traffic departments and divisions. This serves to clarify roles and define expectations. Elsewhere, there is scope to enhance the role of traffic officers for criminal intelligence purposes. For example, the appointment of an intelligence officer to the traffic department has the potential further to increase crime-related activity.

### **Air Support**

The use of air support by police forces continues to expand and develop. There are now 21 full-time air support units in England and Wales, providing a regular operational service to 32 forces, with a total of 21,500 hours being flown by aircraft last year. Although an expensive resource, the value of using aircraft is widely recognised in order to:

- respond rapidly to incidents;
- undertake surveillance and pursuit tasks; and
- conduct searches for missing or wanted persons.

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This can often result in considerable savings in the deployment of officers on the ground.

Since January 1994, all existing and newly formed air support units have been issued with the new Police Air Operator's Certificate (PAOC) by the Civil Aviation Authority. The PAOC establishes a legal and regulatory framework, allowing police aircraft greater flexibility to respond to operational requirements. The PAOC also introduces certain restrictions and requirements to ensure the highest level of safety. During the past year, the Home Office, the ACPO and the Inspectorate have worked closely to revise the *Police Air Operations Manual (PAOM)* – the supporting document to the PAOC – taking account of the experience of the past two years.

The Inspectorate continues to be involved actively in providing advice and support to those forces and regional crime squads seeking to acquire air support. Wherever appropriate, forces are encouraged to collaborate with neighbouring forces in the establishment of group air support units. This can result in a more effective use of resources. The Inspectorate conducts a rolling programme of inspections of all air support units in England and Wales in order to monitor safety and operational effectiveness. A composite report identifying good practice will be published in 1996.

### **Mounted Branches**

There are now 19 mounted branches deployed across forces in England and Wales. The principal objectives of mounted branches relate to patrol and public order duties, with a varying level of ceremonial functions.

There is now in place a national training framework with an accredited qualification scheme and an instructor training programme. This will provide a much more professional basis on which to train both riders and instructors. During the past year, the Inspectorate conducted a thematic inspection of six of the mounted branches to assess progress made and to develop good practice. I am pleased to note the greater involvement of mounted officers in general patrol duties, and the recognition by forces of the contribution that can be made.

In this chapter I discuss a number of aspects related to the funding of forces and how forces plan service delivery. I also discuss a range of issues that relate to the efficiency and effectiveness with which forces deliver those services. Measurement of performance is an integral part of service delivery and is essential if efficiency and effectiveness is to be assessed and improvements made. Given the particular emphasis on performance and the associated publication of data relating to the Home Secretary's key policing objectives, I discuss this key area separately in the following chapter.

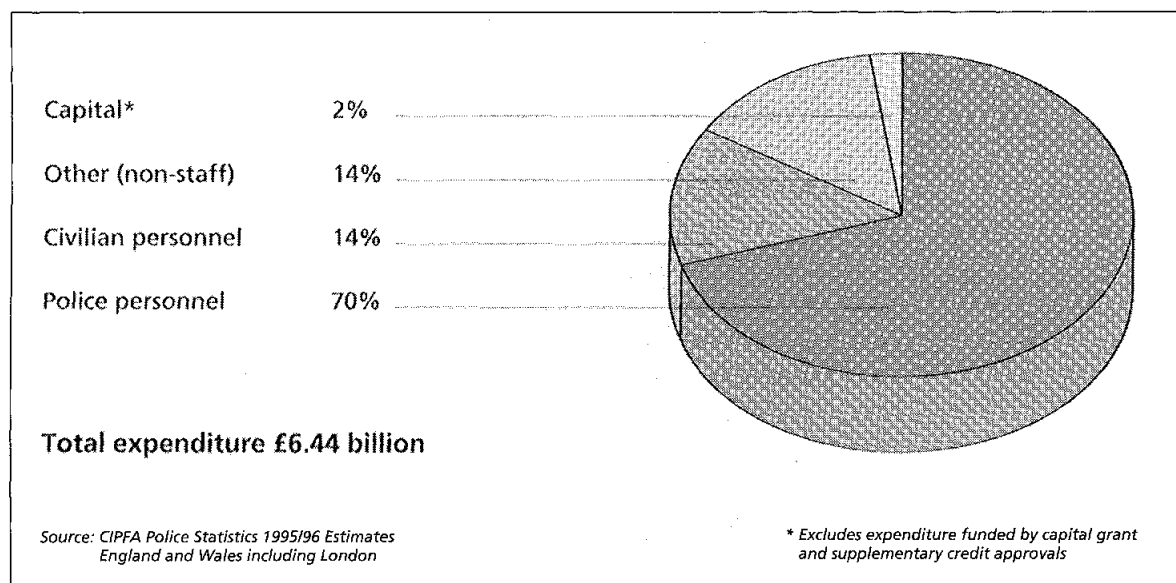
## FINANCE, PLANNING AND FORCE EFFICIENCY

### Funding

The total estimated revenue expenditure on police in 1995/96 for England and Wales amounted to £6.44 billion (CIPFA)<sup>2</sup>. Before deduction of income, the gross expenditure total was £6.65 billion. This represents an increase of approximately 3.6 per cent (5.2 per cent outside of London), over the equivalent figure for 1994/95. An analysis of the gross revenue budget is shown below (Figure 3).

Figure 3

### Expenditure on the police 1995/96

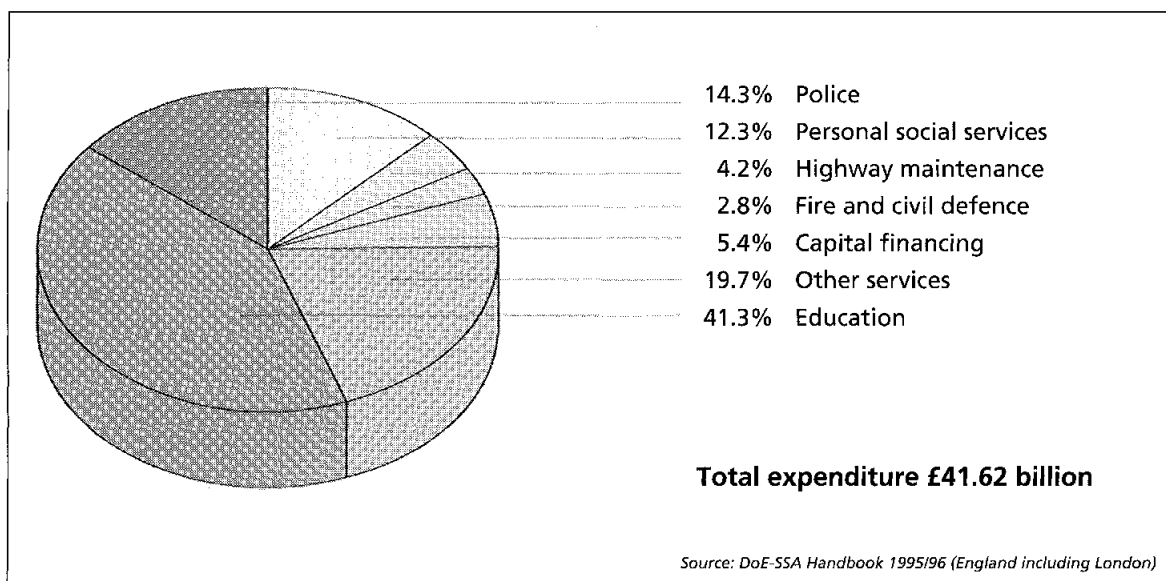


There was no significant change in the relative amounts of the revenue budget attributable to the major expenditure heads, compared to 1994/95. However, the cost of superannuation continued to rise and accounted for 10.6 per cent of the total gross police personnel budget, compared with 9.3 per cent in 1994/95. The police superannuation budget amounted to £680 million in 1995/96, compared to £579 million in 1994/95, an increase of 17 per cent (CIPFA estimates). This particular problem has several causes, including expansion in recruitment approximately 25 years ago.

The anticipated inflation rate between 1994/95 and 1995/96 is 3.4 per cent (CIPFA) compared to an anticipated increase in resources of 3.6 per cent. Account must also be taken of the disproportionate growth in police superannuation.

The overall position of the Police Service in England, compared with that of other local government services, is shown below (Figure 4). The 14.3 per cent share for the Police Service is just above an adjusted total of 14 per cent in 1994/95, which is a reflection of an above-average increase within the 1995/96 local government financial settlement.

*Figure 4*  
**Total standard  
spending  
1995/96**



This was the first year of operation under the new funding arrangements introduced by the Police and Magistrates' Courts Act. Each free-standing police authority receives cash-limited funding direct from central government and is responsible for issuing precepts directly on council tax billing authorities. Police authorities are free to spend above standard spending assessment levels, subject to capping limits. All police authorities set their budgets within the capping limits, except for Lincolnshire Police Authority, which had its capping level relaxed to give them time to adjust to the new financial regime and implement planned savings through improved management efficiencies. Local authorities can if they wish, provide extra money to a police authority whose police area falls wholly or partly within the local authority.

The new financial arrangements and abolition of central manpower controls have greatly increased the flexibility in the allocation of resources, and have been welcomed by the Police

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Service in general. However, as free-standing bodies, the new police authorities are no longer able to rely upon local authority reserves and contingencies. I am pleased to note that most police authorities have taken a prudent approach during their budget-setting processes and are now in the process of creating reserves to meet unforeseen demands upon services.

The cash-limiting of police grant requires that the total sum of money allocated to policing should be distributed in proportion to the policing need of each area. A new funding formula has been introduced this year to provide the basis for distribution. The formula assesses the need for policing by looking at factors such as the population and social characteristics of each area. Fifty per cent of the former establishment assessment was retained to take into account the need for continuity and stability. Further damping mechanisms were also applied to minimise any adverse effects on individual police authorities.

Concerns were expressed by a number of police forces at the impact of the new formula when fully implemented. I therefore welcome the further work now under way to refine and improve the formula. I hope that any significant changes are implemented quickly, in order to reduce uncertainty and ensure that forces are in a better position to develop long-term financial plans.

In addition to the revenue budget, the Home Office provided capital grant and credit approvals to support a capital programme of £257 million for buildings, vehicles, plant and equipment. This was 6.2 per cent above the comparable figure for 1994/95. The current system of providing specific funding for major capital schemes is being phased out, and will be replaced by a new system which will distribute all resources on a formula basis. This has the benefit of increasing the freedom of police authorities in the allocation of resources, although it will require improved forward financial planning to finance major projects.

I also warmly welcome the commitment given by the Prime Minister of additional funding over the next three years, which should result in 5,000 more police officers, 1,000 of whom will be available next year. I discuss police numbers in more detail in Chapter 7 of my report.

The Private Finance Initiative (PFI) is a central government initiative, whereby the private sector is invited to finance and run capital projects with revenue payments made in return over the lifetime of the project. This avoids the need to find up-front capital costs. A number of steps are being taken to promote the

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initiative, which could increase the flexibility of police authorities to undertake capital projects. Police authorities are currently exploring the suitability of a range of projects for PFI, although progress is comparatively slow due to concerns about the consequences for revenue budgets and the complexity of local authority capital finance regulations.

In recent years the Service has been relatively well funded when compared against a number of other public services. However, despite the substantial increase in resources, the demand for services has also risen and there is continuing pressure on police budgets with a corresponding need to manage budgets as effectively as possible. The greatest cost to the Police Service is for staffing – 83 per cent in 1995/96, of which 69 per cent relates to police officers. The two major considerations of the police personnel budget are therefore the numbers of officers employed and police superannuation costs.

### **Financial Management**

Substantial changes resulting from the Police and Magistrates' Courts Act allow for much greater flexibility in the management of resources locally. If chief officers are to benefit fully from the relaxation in rules, they in turn must be afforded sufficient flexibility by police authorities.

During the course of most primary inspections, the Inspectorate financial adviser undertakes a strategic review of force financial systems. I am pleased to report that for the period 1994/95, financial management in forces was generally sound.

The District Audit Service reviews the financial probity of police authorities in some detail. In their report for 1993/94 – the latest available – the Audit Commission confirmed that, in the main, financial systems and controls were found to be satisfactory. Concerns were expressed about the low level of reserves held by some authorities, and the potential impact on their ability to meet unexpected expenditure. The adverse impact of pensions commitments to which I refer above was also mentioned. No qualified audit opinions or statutory reports were considered necessary.

Financial management within the Police Service is improving. The finance function is being given greater emphasis, with more forces now employing professionally qualified directors of finance. It is important that finance directors are fully integrated into the senior management team and that the financial implications of all



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initiatives and operational decisions are fully understood in advance. It is important also to minimise the risk of over-commitment of resources. The best forces are able to produce at least a three-year funding projection, including capital projection, properly linked to strategic plans. Many forces have now become less reliant upon local authority financial information systems, having purchased their own for most purposes.

Following the Audit Commission report *Cheques and Balances* and the recommendations of HM Inspectors, most forces have increased the level of budgetary devolution to operational managers. The extent does, however, still vary considerably between forces. In some forces, devolution is well advanced and budget holders have the necessary financial management skills. Most forces have devolved overtime payments and approximately two-thirds have devolved responsibility for civilian pay. Most forces have yet to devolve police pay – the real test of delegated responsibility.

With increased devolution, local commanders see the advantage of being able to make real management decisions. The additional flexibility brings with it a greater cost-consciousness. If it is to be successful, full devolution needs to be a gradual and well-prepared process, within an appropriate framework of central guidance and standards. Proper training and appropriate levels of budget support staff are also necessary. There remains a tension between the need for flexibility whilst at the same time retaining necessary corporate oversight and ensuring that economies of scale are achieved.

### **The Planning Process**

An effective planning system lies at the heart of service provision. A good business plan should define the basis on which the organisation operates and explain how it intends to meet the demands for services, with provision for progressive improvement.

The Police and Magistrates' Courts Act provides a much clearer framework for the planning process, and the financial year 1995/96 was the first time that policing plans were produced on a statutory basis. The Act requires an annual plan to be prepared in draft by the chief officer and submitted to the police authority. The police authority may amend the plan in consultation with the chief officer and ultimately is responsible for its publication. By statute, ownership of the plan rests with the police authority, not the force.

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Policing plans, should represent a shared understanding, have a significant impact on the direction taken by the force and explain the way in which resources are committed. In seeking to assess the efficiency and effectiveness of a force, the plan is therefore an essential starting-point for HM Inspectors.

I am particularly encouraged by the degree of effort given to developing plans, which has resulted in considerable improvement in force planning processes. There is increasing evidence that planning is beginning to drive more comprehensively the actions of forces. Many more forces now develop 3–7 year long-term strategic plans, although there is a need to ensure that such plans are not just vague statements of aims. Strategic plans do not always link clearly with the annual plans but I anticipate this will improve as strategic plans are reviewed. There was considerable evidence of insufficient linkage of the various elements of force planning with the strategic and annual plans. For example, the crime strategy should inform the IT strategy and the key elements of each should be reflected in the annual plan.

Consultation – both internal and external – is essential if the plan is to reflect the needs of all interested parties and is an important factor in ensuring ownership of the plan. The time constraints in preparing plans this year acted as a considerable barrier to the consultation process. I am, however, encouraged at the steps taken by forces to improve internal consultation. There remained in some forces a tendency to exclude civilian staff from the consultation process. In Chapter 3 of my report I refer in more detail to external consultation processes.

It is essential that operational officers are involved fully in the planning process and understand both what is expected of them and why particular priorities have been set. HM Inspectors found at times a limited understanding of corporate aims – a reflection in the main of the difficulty in linking objectives to everyday tasks, rather than indifference. Thus there is scope for improved communication within forces.

Local policing plans provide a valuable insight into progress made by forces and give an indication of where improvements might be made. In examining plans in terms of their impact on forces' efficiency and effectiveness, the Inspectorate found some good examples, although most individual plans showed particular strengths and weakness. In considering how the impact of plans on force efforts might be enhanced, the Inspectorate found:

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- *background* – plans would benefit from more detail on the policing environment, the respective roles of the police authority and Chief Constable and improved links with wider force strategies;
  - *resources* – plans were often weak in this area. The extent of financial analysis varied widely with some showing only the basic split between personnel, transport, etc. Others made a good attempt at functional costing linked either to objectives or more broadly to key service delivery areas;
  - *objectives* – most, but not all, incorporated fully the Home Secretary's key policing objectives. Some showed a good mix of key and local objectives. Not all plans incorporated measures against which to assess performance. The best plans gave an indication as to how the objectives would be achieved and provided some form of risk assessment;
  - *targets* – many plans contained targets for performance although they were at times vague and insufficiently challenging. At times, there was little indication as to how targets were set;
  - *consultation* – only a few plans gave more than the briefest of detail as to consultation processes; and
  - *monitoring and review* – little was said on how forces proposed to monitor performance and report to the police authority.

I am pleased by the overall quality of forces' contributions to the first year's plans, particularly when judged against the constraints under which they were produced. This provides a firm foundation for the development of future plans. Although it is not my responsibility to assess the work of police authorities, they have made an impressive start with this first round of plans.

## **Value for Money (VFM)**

### ***VFM Overview***

The total budget for policing in England and Wales was set at £6.44 billion for 1995/96. With increasing pressure on resources, the need to manage to best effect and to seek offsetting efficiency savings to meet demand elsewhere has never been more apparent. Whilst police forces have in the past made significant efficiency savings, they have not been so accomplished in quantifying the nature of those savings. In future years the Police Service will have to show to a greater

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degree that money is being spent wisely and demonstrate the extent of efficiency gains in absolute rather than abstract terms.

The concept of VFM, although reasonably well-established in the Police Service, is not always fully understood. VFM is often considered in terms either of obtaining more from the same level of resources or the same from less. But VFM should not be considered in isolation from the actual service delivered. If in achieving better VFM in resource terms, the service quality falls below an acceptable level, then nothing has been gained. Improved quality of service in itself represents better VFM.

There has been considerable activity on the VFM front with much encouragement for forces to improve. Some initiatives are obvious, others less so:

- better planning and performance measurement within a well-established performance indicator framework and proposals for improved management information systems;
- increased focus on objectives, service standards and public satisfaction;
- force reorganisation and civilianisation programmes;
- greater alignment of financial and operational responsibility;
- research and development programmes, both internal and external, for example, the work of the Home Office Police Research Group and the Research and Planning Unit;
- the many steps taken to spread good practice;
- efficiency reviews, both internal and external; and
- procurement and Compulsory Competitive Tendering initiatives.

The inspection process itself helps to focus on VFM and thematic inspections in particular are designed to spread good practice. The Audit Commission has also made a significant contribution through its series of police papers. The ACPO policy committees also have an important role to play in co-ordinating activity and providing encouragement to forces. However, there remains scope to improve the feedback mechanisms from the ACPO regional VFM groups.

In my report last year, I referred to a thematic inspection of force efficiency undertaken by the Inspectorate. The report,

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*Obtaining Value For Money In The Police Service*, was published in October 1995. The review identified considerable VFM activity in the Police Service:

- extrapolation to national level of the efficiency gains identified in the survey of six forces is the equivalent of year-on-year efficiency savings of approximately 2 per cent; and
- delivery of savings, and other financial opportunities identified in Audit Commission reports, so far amounts to £11.5 million.

It was found that much of the work done in forces might not always be clearly identified in VFM terms and promoted as such.

Whilst force activity was in many ways impressive, the review found scope to improve the strategic focus of VFM within, and better co-ordinate programmes across forces. Many forces are still not costing the savings made nor undertaking cost benefit analysis/post implementation reviews. The best forces:

- have a clear VFM strategy which runs through the various service delivery strategies and is reflected in the policing plan;
- designate a member of the ACPO team as having lead responsibility for VFM issues in order to maintain sufficient impetus; and
- make productive use of appropriate performance data.

More widely, there remains considerable potential for forces to provide costings for the various aspects of service delivery. I hope the development of financial management information systems foreshadowed in many forces will lead to improvements in this area. In future years the Inspectorate will ask forces to provide details of quantified efficiency savings achieved during the previous year, together with future plans.

The efficiency review developed a strategic framework against which forces might usefully structure their approach to VFM and provided a detailed checklist against which performance can be judged. It is too soon to assess the impact of the report but I believe the framework will provide the basis on which forces can begin to build a more structured approach to the delivery of improved VFM.

Whilst it is important for forces to show efficiency gains, I recognise some of the difficulties involved. In order to

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demonstrate VFM, forces need first to have in place appropriate measures of performance and the means to monitor output. The complex nature of policing can make it difficult to measure performance and represent the many aspects of service delivery in a meaningful way. I return to this in more detail in Chapter 5 of my report.

### ***Good Practice***

The spread of good practice is an essential element in promoting value for money. The Inspectorate has a lead but not the exclusive role to play, given its unique position in taking an overview of all forces. However, the dissemination of good practice is not an automatic process. It is not possible in the time available for the Inspectorate to undertake a full-scale assessment of the many and varied initiatives encountered. What proves successful in one area might not be equally appropriate elsewhere, and there will always be differences in opinion as to what constitutes good practice. Nor is it for the Inspectorate to impose solutions on forces. The most important contribution of the Inspectorate remains at the strategic rather than tactical level.

I continue to be impressed at the very wide range of activity that leads to the dissemination of good practice:

- research and development – both internal and external to forces;
- information bureaux – for example those run by Home Office research groups and the Police Information Technology Group;
- the ACPO committees and working groups;
- the Inspectorate inspection and advisory functions;
- Audit Commission studies; and
- good practice guides for example, *Tackling Crime Effectively* and *Obtaining Value For Money In The Police Service*.

Given the diverse nature of the organisations contributing to the development of good practice, not least the 43 individual forces themselves, the Inspectorate will continue to place emphasis on the need for maximum co-ordination of effort.

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### ***Compulsory Competitive Tendering (CCT)***

The requirements placed upon local government to expose certain services to competition have been extended to the Police Service in an effort to improve VFM in the delivery of support services. The CCT requirements for blue-collar services (for example cleaning of police buildings) have a final implementation date of October 1996. I am pleased to report that forces have made good progress and are at a very advanced stage. Although it was finally decided to exempt vehicle maintenance – a decision I endorse – initial inclusion did encourage forces to review their procedures with resulting efficiency gains.

In line with the wider local government re-organisation, the implementation of white-collar CCT – for example legal services, construction, information technology, finance and personnel services – will occur progressively between 1997 and 2001. In announcing the extension of CCT, the Government recognised, because of security requirements and operational constraints, that forces and police authorities could face specific practical problems. I therefore welcome the minimum and maximum levels that have been set to define the boundaries of CCT. Most forces have commenced the planning process, steering groups operate in a number of forces, work programmes have been prepared and strategies are being developed. I am confident that the Service generally will respond in a positive way.

If forces are to maximise the potential VFM gains from CCT, appropriate professional skills will be needed to fully define requirements, undertake procurement and manage resulting contracts. The difficulty inherent in sound contractual management should not be underestimated. Forces need also to determine the level of expertise that should be retained internally.

**THE  
MEASUREMENT  
AND  
COMPARISON  
OF  
PERFORMANCE**

Whilst the monitoring of performance is by no means a new concept for the Police Service, significant developments have occurred during the past three years. There has been a considerable change in emphasis within police forces, with the performance culture much more deeply rooted in service provision:

- a number of forces have developed sophisticated management information systems and all now undertake regular monitoring of performance;
- the defining of objectives and setting of associated targets is becoming more commonplace; and
- the newly-constituted police authorities are taking a greater interest in the performance of forces.

A comprehensive series of measures supported by a legislative framework is now in place. This provides a firm basis on which forces can judge their own performance and gives the public a better opportunity to see how their forces perform:

- the Home Secretary's key objectives for policing, which I discuss in detail on page 72;
- a package of performance measures agreed by the Inspectorate, Audit Commission and the ACPO;
- a range of measures devised by individual forces to match local needs and monitor the performance of specialist squads; and
- annual reports published by the police authority and chief officer, which give a much more detailed local picture and publication locally of a range of performance data.

Although most forces collate and make available a wide range of management information, HM Inspectors found considerable variation amongst forces as to the degree of use internally to which the information was put. There remains in some forces a need to make more effective use of performance data to inform both strategic and tactical decision-making. A number of concerns about the quality and consistency of data remain, and the Inspectorate, in consultation with the ACPO, is taking a number of steps to improve the framework within which forces are asked to collect data. This in turn should lead to improvements in the data. Of particular note is the absence in



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some forces of adequate IT equipment to support data handling – a factor that still hampers collection of data.

I believe the development by Hertfordshire and the Metropolitan Police of the template for a national management information system will improve considerably the position in forces.

Concerns have from time to time been expressed about the value of a more comprehensive system for performance monitoring. The Inspectorate efficiency study, to which I referred earlier, concluded that wherever performance measurement was followed by positive management intervention, force performance improved.

Elsewhere, I refer to the importance of demonstrating that the Service is run as efficiently and effectively as possible, that the potential for improved performance is carefully explored and that VFM savings are demonstrated clearly. Forces can only achieve this if they are supported by a comprehensive, reliable and timely framework of performance measures.

The debate continues about the merits of comparing force performance. Concern remains that the diverse nature of forces and the different methods of collecting data make comparison between forces of limited value. Comparison provides a useful baseline – a starting point – against which an informed judgement can be made about force performance. Year-on-year comparison of individual force performance can also be particularly informative. Concerns that the drive to measure performance detracts from the quality of service provided have not been borne out by levels of public satisfaction, which remain commendably high. On balance therefore I believe the benefits of comparing force performance outweigh considerably any disadvantages.

There is no doubt that the measurement and comparison of police performance is a difficult process, made more so by the complex nature of policing and the problem of presenting the many facets of service delivery in a meaningful way. Measures of efficiency need to be chosen with great care – for example, significant levels of resources may have to be committed at the outset of a necessary investigation, the outcome of which can never be certain and may ultimately be judged unproductive in narrow performance terms. This is brought into much sharper focus by the move towards proactive policing, where the outcome of an operation against crime can never be entirely

predicted. The diverse nature of policing and the difficulty in measuring certain aspects of service delivery means there can be no single measure of police performance. It is necessary to guard against the tendency to describe performance in simplistic terms or without contextual data to assist interpretation.

### **The Home Secretary's Key Objectives for Policing 1995/96**

The Police and Magistrates' Courts Act 1994 empowers the Home Secretary to set key policing objectives for England and Wales. The key objectives for 1995/96 – the second year in which objectives have been set – together with related measures

*Table 5* of performance – were as follows (Table 5):

<b>Home Secretary's Key Objectives for Policing 1995/96</b>	<b>Key Performance Indicators (KPIs)</b>
1. To maintain and if possible increase the number of detections for violent crimes.	1. The number of violent crimes detected per 100 officers.
2. To increase the number of detections for burglaries of people's homes.	2. The number of burglaries of dwellings detected per 100 officers.
3. To target and prevent crimes which are a particular local problem including drug-related criminality, in partnership with the public and local agencies.	3. Tackling repeat victimisation looks to be the most fruitful area, since reduction in repeat victimisation can lead to significant reduction in crime generally. Work will continue on developing a PI for repeat victimisation aimed at reducing its incidence.
4. To provide high visibility policing so as to reassure the public.	4. Public satisfaction with levels of foot and mobile patrols.
5. To respond promptly to emergency calls from the public.	5. i) The percentage of 999 calls answered within the local target time.  ii) The percentage of responses within the local target time to incidents requiring an immediate response.

The objectives set out the main tasks which the Government wishes the police to tackle as a matter of priority. They reflect the aspects of policing, about which the public appears most concerned. It has never been the intention that the key objectives should cover all aspects of policing and continued importance is attached to the many other policing duties including:

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- traffic policing and the police contribution to the Department of Transport objective to reduce the number of road traffic accident casualties by one-third by the year 2000 (compared with the average figure for the period 1981–1985);
  - the maintenance of public order; and
  - the prevention of crimes.

These and many other important police tasks are reflected in local policing plans, in accordance with local priorities.

In particular, I welcome the continued consistency in the setting of objectives for 1995/96. There will always be a certain amount of pressure to include additional objectives within the framework of key objectives – a reflection of the differing perceptions as to which areas should be given the greatest emphasis. However, if the baseline is broadened too much, the impact of the key objectives will be lost. There is a need also to ensure that the performance of forces is measured over a sufficiently long period of time to allow trends in performance to be assessed.

Before presenting the performance data I want briefly to emphasise a number of factors that should be taken into account before attempting to interpret and compare performance. Performance indicators highlight differences and raise questions – they do not provide answers:

- no indicator, taken in isolation, can give a full account of performance;
- local circumstances exert a critical influence on performance – levels of performance should be considered against force policy, the operational environment, the available resources and the quality of service delivered;
- the performance of a force is best considered in overall terms – deliberate decisions may be taken to vary performance in order to prioritise resources. Thus improvements in performance in one area may be matched with a decline elsewhere;
- simplistic judgements about “league-table” positions should be avoided – an “average” figure may constitute good performance in the circumstances of one force but poor performance for another. Nor should a high figure always be assumed to be better than a low figure;

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- differences in performance may be caused by factors outside of the control of the Police Service; and
  - differences in performance may not be statistically significant and it is particularly important to look for identifiable trends.

In order to assist with interpretation, I have attempted in the text that follows to identify some of the factors that account for differences in force performance. I have also, where appropriate, included information which helps to place performance in the wider context.

Much of the information below is presented in bar-chart form in descending order of force score. The charts provide for the first time a comparison of performance with that in the previous year. Although some arithmetical averages are given, such figures can be influenced considerably by the performance of one or two forces. Detailed data in tabular format are presented in Appendix 2 of my report. The data used in compiling the bar charts and tables are provided by forces either direct to the Inspectorate or to the Home Office Research and Statistics Directorate. Due to the timing of the annual audit cycle, the data provided by some forces and published here have yet to be approved by the District Auditor and may be subject to amendment. Experience last year showed that few significant changes were made as a result of the audit process.

Overall, the data presented provide an extremely encouraging picture of police performance, with a number of notable success stories in individual forces. As expected, figures show quite wide variation in performance between forces, with marked improvements in some areas, matched by a decline elsewhere. There is always room for improved performance, and whilst few forces perform universally well in terms of the KPIs, no force has returned a universally poor performance.

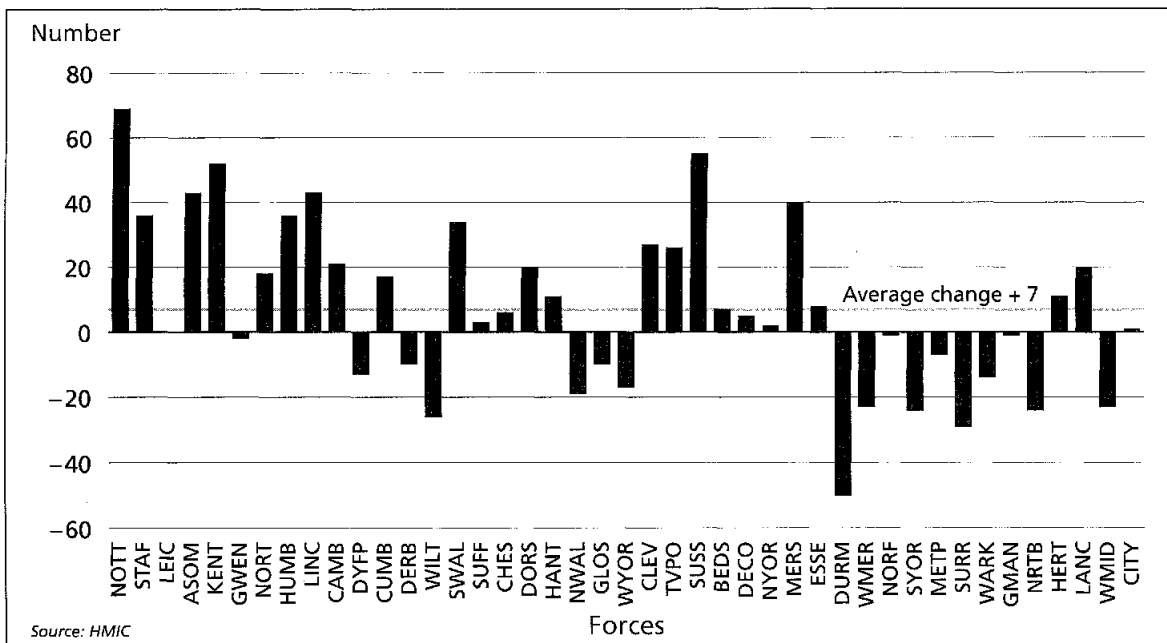
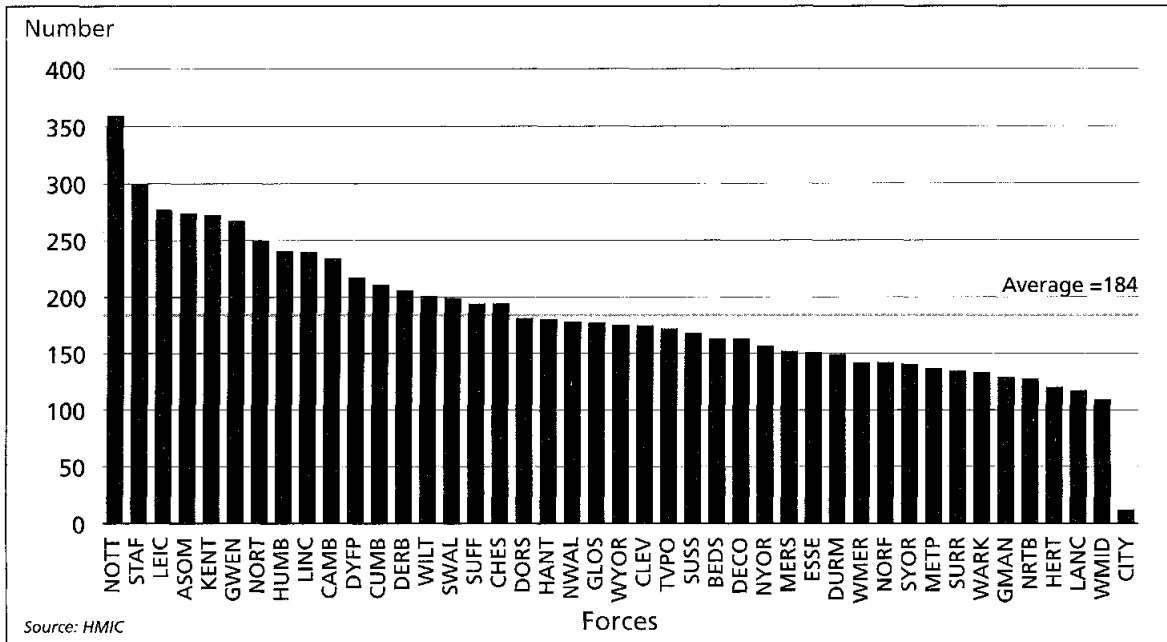
The figures show a sustained and effective performance on the part of forces in answering 999 calls and responding to urgent incidents. I am pleased that the clear-up rate for violent crime in the main remains high. It is encouraging to note that public satisfaction with the majority of police services remains at a commendably high level. On the other hand, there remains considerable room for improvement in the detection of volume crime and burglary of houses in particular. A number of forces have, however, set and delivered quite challenging targets for improvements in this area.

**Key Objective 1. To maintain and if possible increase the number of detections for violent crime**

Key performance indicator (KPI): the number of violent crimes detected per 100 officers.

Figure 5A

**Violent crimes detected per 100 officers 1995/96**



Figures 5A and 5B show how forces performed against this key objective.

Figure 5B

**Violent crimes detected per 100 officers - change 1994/95 to 1995/96**

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Performance based on this indicator requires careful interpretation and should be considered in the context of the comments I make in the following paragraphs. Performance ranged from 109 to 359 detections per 100 officers. The average for the 43 forces was 184 detections per 100 officers. Although the performance range is wide, only a few forces could be regarded as having exceptionally high – Nottinghamshire, Staffordshire – or comparatively low results although not significantly low – Lancashire, Hertfordshire and West Midlands. Compared with last year, 60 per cent of forces showed a similar or improved level of performance against this indicator. A number of forces showed a markedly improved level of performance – Avon and Somerset, Kent, Lincolnshire, Merseyside, Nottinghamshire and Sussex. All of these forces also showed an increase in the level of violent crime recorded, some markedly so – Sussex, up 31 per cent where the force places increased emphasis on recording crimes of violence and in particular domestic violence. Increases in the level of violent crime recorded, may be due in part to improved recording practices.

A number of forces appear to have performed less well in terms of this KPI than in previous years – Durham, Northumbria, North Wales, West Mercia, South Yorkshire, Surrey, West Midlands and Wiltshire. The majority of those forces that performed less well experienced a notable decrease in the level of violent crime recorded. This can adversely affect performance when judged against this indicator. At the same time, most of those forces managed to maintain or increase their detection rate for example, Northumbria and South Yorkshire. In some cases the actual level of recorded crime was low, thus making the change in performance much less significant. Changes in force strength can also affect performance, the more so for smaller forces.

There are many reasons for differences in force performance on this indicator including the level of crime, and the clear-up rate (Table 6) and also the seriousness of the crime. If for example the level of crime was to fall significantly, accompanied by an improvement in detection rate, then performance judged in terms of the KPI alone could show an apparent deterioration – assuming force strength remained constant, whereas by broader assessment, performance would be good.

An important factor influencing force performance is the level of crime recorded in the force area. There is a strong positive relationship between the level of crime recorded and performance against KPI 1. This means that forces recording relatively high levels of violent crime per 100 officers tended to achieve higher numbers of detections per 100 officers whilst forces with the lowest rates of

Table 6  
**Violent crime  
 1995/96**

Force	Total recorded violent crime	Violent crime recorded per 100 officers	% detected violent crime	KPI 1 Violent crime detected per 100 officers
ASOM	10,687	359	76	274
BEDS	3,110	279	58	163
CAMB	3,834	310	76	234
CHES	4,492	225	86	194
CITY	185	21	55	12
CLEV	3,736	263	67	175
CUMB	2,716	244	87	211
DERB	4,904	278	74	206
DECO	6,273	216	75	163
DORS	2,749	218	83	181
DURM	2,542	182	82	149
DYFP	2,247	227	96	217
ESSE	5,785	204	74	151
GLOS	2,608	243	73	177
GMAN	16,917	248	52	129
GWEN	2,997	294	91	267
HANT	7,843	234	77	180
HERT	2,716	159	75	120
HUMB	7,458	365	66	241
KENT	9,890	340	80	272
LANC	5,130	164	72	117
LEIC	7,155	375	74	277
LINC	3,113	270	88	240
MERS	12,221	277	55	152
METP	76,472	289	47	137
NORF	2,526	181	79	142
NWAL	2,752	200	89	178
NYOR	2,637	199	79	156
NORT	3,506	305	82	250
NRTB	7,724	211	61	128
NOTT	11,053	477	75	359
SWAL	7,871	264	76	199
SYOR	6,767	220	64	142
STAF	7,879	357	84	300
SUFF	2,617	230	84	194
SURR	2,799	170	79	134
SUSS	6,403	225	75	168
TVPO	8,452	237	72	172
WARK	1,725	176	75	133
WMER	3,821	190	74	142
WMID	17,770	250	44	109
WYOR	13,590	264	66	175
WILT	2,591	225	89	200
England and Wales average	320,263	261	65	169

Source: HMIC

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recorded crime per 100 officers had a lower rate of detection per 100 officers. Where the level of violent crime was comparatively low, even though forces detected the majority of violent crime, for example, Durham (82 per cent), Hertfordshire (75 per cent) and Surrey (84 per cent), their performance in terms of this KPI alone could still fall below the national average and would not do them justice. Therefore, the automatic assumption that forces on the left-hand side of the bar chart are, in all respects, the better performers compared with those on the right-hand side, should be avoided.

Thus performance should not be judged in terms of this indicator alone. The prevention and reduction of crime is just as important as its detection. Clearly, the lower the level of violent crime, the safer the community.

Clear-up rate is another important factor to be taken into account when assessing performance – an improved detection rate will normally result in improved performance against this KPI. Nationally, the detection rate for violent crime was high at 65 per cent – a reflection of the fact that success in the detection of crime is in part related to the level of resources committed and the degree of prioritisation afforded. Also, with violent crime, the offender is known to the victim in the great majority of cases. Individual force detection rates varied considerably ranging from 44 per cent (West Midlands) to 96 per cent (Dyfed-Powys).

Given that some forces with less than average levels of violent crime detect relatively high numbers per 100 officers – for example Dyfed-Powys (217), Gwent (267) – this raises questions about those forces with high rates of recorded crime but relatively low detection rates – for example Bedfordshire, Greater Manchester, Merseyside and West Midlands. However, low detection rates could often be related to the proportion of less easily solved crimes.

Violent crime covers a wide range of offences, and any interpretation of performance must take note of the mix of crime and the difficulty in solving particular types of crime. There is a strong correlation between lower detection rates and high levels of robbery – a crime which traditionally appears more difficult to solve. The metropolitan forces tend to experience much higher levels of street robbery. There is also a much greater tendency for metropolitan forces to experience higher levels of organised crime and violent crime associated with the illegal drugs trade – again, types of crime that are particularly difficult to solve.

In addition, some forces will be disadvantaged by the circumstances in which crimes are committed and which can make detection



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inherently more difficult – for example, the metropolitan forces tend to fare less well in terms of this KPI. Whereas for rural forces travelling criminals present additional problems, for metropolitan forces the anonymity inherent in inner city areas causes difficulty. It is not possible to make a quantitative assessment of the relative impact of these factors on force performance.

***Key Objective 2. To increase the number of detections for burglaries of people's homes***

KPI: the number of burglaries of dwellings detected per 100 officers.

Figures 6A and 6B show how forces performed against this key objective. Performance based on this indicator requires careful interpretation and should be considered in the context of the comments I make in the following paragraphs.

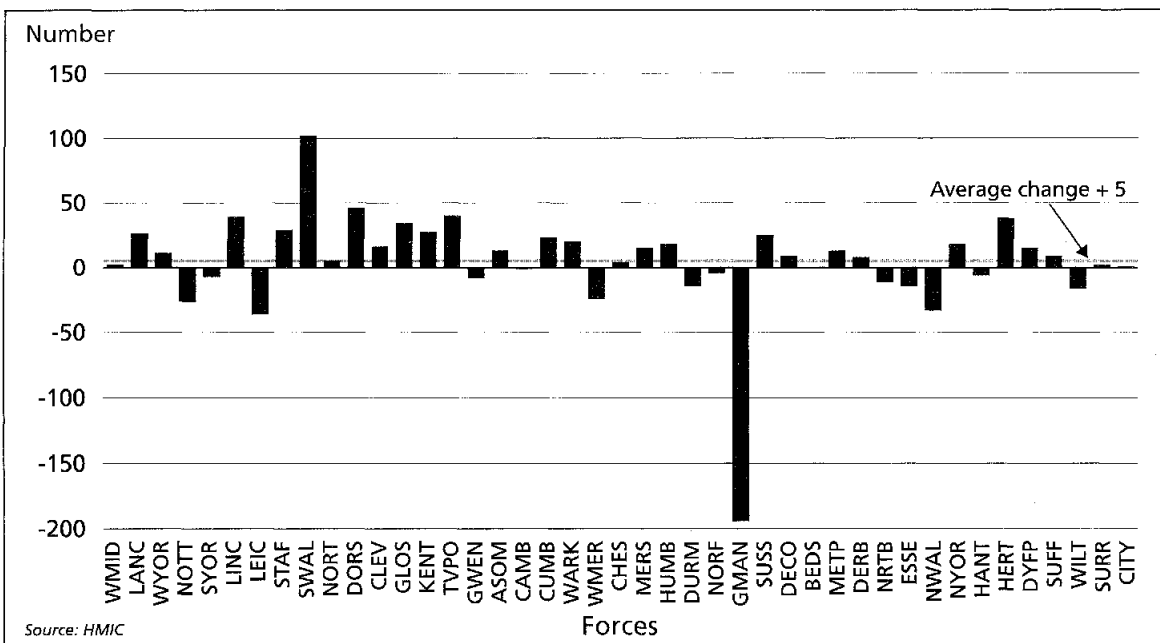
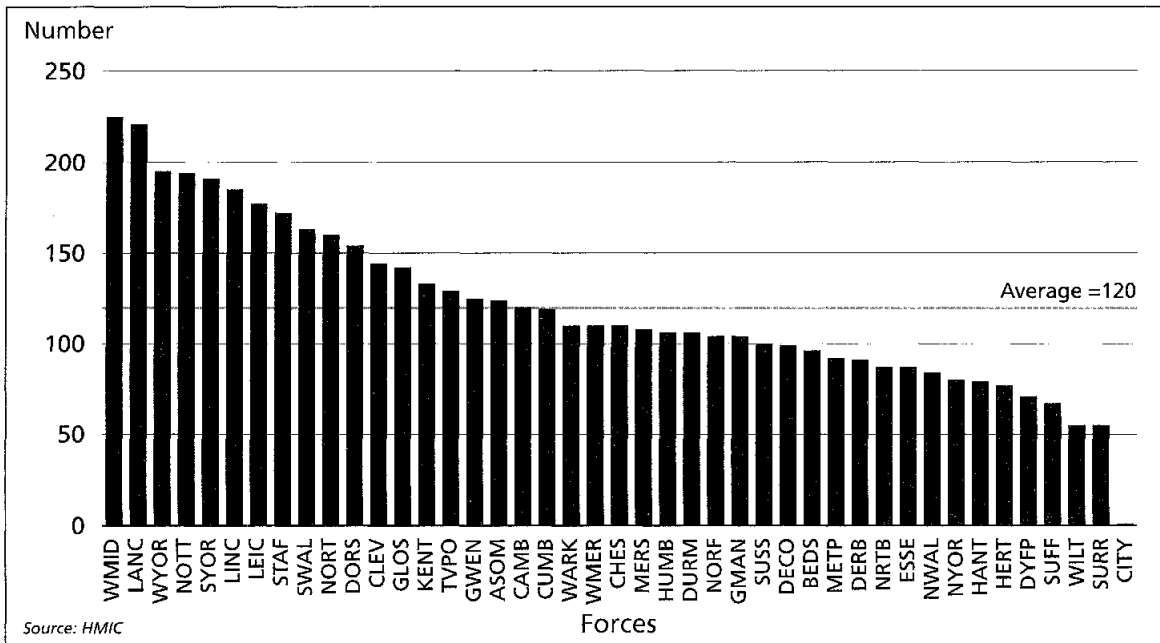
Performance based on this indicator ranged from 55 to about 226 detections per 100 officers, excluding the City of London where there are comparatively few dwellings. The average for all forces was 120 detections per 100 officers. Although the performance range is wide, only a few forces could be regarded as having exceptionally high – Lancashire and West Midlands – or relatively low results – Surrey and Wiltshire, although not significantly low. Compared with last year, 28 forces – including Surrey – showed an improvement on their level of performance compared with the previous year. A number of forces showed marked improvements – Dorset, Gloucestershire, Hertfordshire, Lincolnshire, Thames Valley and South Wales. All these forces have increased both primary and secondary detections. Thames Valley have adopted a more structured approach to the inclusion of secondary detections. The very large improvement seen in South Wales is due principally to the increase in secondary detections which they now pursue more effectively as part of a revised crime strategy.

However, five forces did significantly less well than in the previous year – Leicestershire, Greater Manchester, North Wales, West Mercia and Nottinghamshire. For Greater Manchester, detections reduced substantially following the launch in June 1995 of a crime strategy which aimed to reduce crime by targeting offenders. In so doing the force redeployed 20 detectives previously engaged full-time on interviewing convicted prisoners. The force now places much greater emphasis on improving performance through primary detections of crime. In Leicestershire, the lower level of performance against this KPI may be explained by the 13.8 per cent fall in the level of recorded crime. North Wales – a rural

**Burglary dwellings detected per 100 officers 1995/96**

Figure 6A

force – experienced an exceptionally high level of homicide cases (nine) last year. The number and complexity of the resulting investigations necessitated significant redeployment of resources. West Mercia and Nottinghamshire have seen reductions in recorded dwelling burglary in 1995/96.



**Burglary dwellings detected per 100 officers – change 1994/95 to 1995/96**

Figure 6B

As with violent crime, there are many reasons for differences in force performance including the level of crime and the clear-up rate (Table 7). Force performance assessed against this KPI was affected both by the amount of crime recorded and the proportion detected. Forces with the highest recorded levels of burglary – for example, Nottinghamshire, South Yorkshire, West Midlands and West

Force	Total recorded burglary dwellings	Burglary dwelling recorded per 100 officers	% detected burglary dwelling	KPI 2 Burglary dwelling detected per 100 officers
ASOM	17,320	581	21	124
BEDS	5,264	472	20	96
CAMB	6,320	510	23	120
CHES	7,854	393	28	110
CITY	36	4	36	1
CLEV	12,554	884	16	144
CUMB	4,073	365	33	119
DERB	8,162	463	20	91
DECO	13,055	450	22	99
DORS	6,420	508	30	154
DURM	6,707	479	22	106
DYFP	1,380	139	51	71
ESSE	7,836	276	32	87
GLOS	6,963	648	22	142
GMAN	51,269	752	14	104
GWEN	2,971	291	43	125
HANT	10,945	327	24	79
HERT	4,478	262	30	77
HUMB	17,031	834	13	106
KENT	15,328	528	25	133
LANC	18,094	577	38	221
LEIC	13,385	701	25	177
LINC	5,148	450	41	185
MERS	21,153	480	22	108
METP	103,380	391	24	92
NORF	5,077	363	29	104
NWAL	3,242	235	36	84
NYOR	7,190	543	15	80
NORT	7,011	610	26	160
NRTB	25,212	688	13	87
NOTT	19,221	830	23	194
SWAL	14,650	491	33	163
SYOR	23,030	748	26	191
STAF	12,407	562	31	172
SUFF	2,835	249	27	67
SURR	4,053	247	22	55
SUSS	11,752	414	24	100
TVPO	19,362	543	24	129
WARK	3,831	391	28	110
WMER	6,666	331	33	110
WMID	47,129	662	34	226
WYOR	55,326	1,076	18	195
WILT	3,709	322	17	55
England and Wales	638,829	520	24	123

Source: HMIC

Table 7

**Burglary dwelling 1995/96**

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Yorkshire – appear to have performed relatively well. Those with lower crime rates – for example, Dyfed-Powys, Surrey and Suffolk – less so. There is a positive relationship between performance judged on the basis of this KPI and the level of crime recorded per 100 officers. Once again, therefore the automatic assumption that forces on the left-hand side of the bar chart are, in all respects, better performers should be avoided. There are, however, some exceptions which need to be examined carefully. These include forces with relatively high levels of domestic burglary that perform comparatively poorly against the KPI 2, for example, MPS, Northumbria and Greater Manchester. Changes in force strength can also affect performance, the more so for smaller forces.

The national detection rate for burglaries of dwellings was, at 24 per cent, much lower than for violent crime – a reflection in part that the offender is rarely known to the victim and that the crime is witnessed on comparatively few occasions. There was considerable variation in the proportion of such offences that forces detected, which ranged from 13 per cent (Humberside, Northumbria) to 51 per cent (Dyfed-Powys). Despite detection rates well below the national average, Cleveland and West Yorkshire performed at above average on the KPI. They did so because of the high rate of burglary per 100 officers – almost twice the national average. Dyfed-Powys by contrast, had a detection rate of almost double the national average but because of their exceptionally low rates of house burglary, performed well below average on the KPI.

An additional factor of particular relevance to burglary is the mode of detection of which there are two types:

- primary detection – offences recorded as being cleared up as a result of charge, summons, caution and offences taken into consideration (TIC) that were previously recorded; and
- secondary detection – comprises TIC offences that were not previously recorded and other circumstances, including crimes admitted by prisoners interviewed in custody following conviction.

As far as recorded crime overall is concerned, in 1995, the number of primary detections for all crime fell by 4 per cent, with a corresponding increase in secondary detections. Twenty per cent of recorded crimes were cleared up by primary means, representing 79 per cent of all clear-ups. Although in 33 forces the proportion of crimes cleared up by primary means was in excess of 75 per cent, the range was from 54 per cent (West Midlands) to 97 per cent (Northumbria and City of London).

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For burglary the picture is different. On average, approximately 50 per cent of all burglaries are detected by secondary means although in some forces the level is substantially higher – up to 76 per cent. In 1995, the proportion of detections obtained by secondary means increased in 26 forces – in six forces to a substantial extent. All forces that saw a great improvement in their performance against KPI 2 in 1995/96 also saw increased levels of secondary detection.

Secondary detections can prove useful for criminal intelligence purposes and provide a degree of reassurance to the victims of crime. I am, however, concerned that the proportion of secondary detections is beginning to rise. Forces need therefore to beware of the risks in over-reliance on secondary detections as a means of boosting the overall detection rate, and should ensure there is strict adherence to the Inspectorate guidance to which I refer at page 40 of my report.

***Key Objective 3. To target and prevent crimes which are a particular local problem, including drug-related criminality, in partnership with the public and local agencies***

Work carried out this year on the development of a high level indicator suggests that force performance on Key Objective 3 cannot, in the absence of appropriate performance indicators, be judged in quantitative terms. Elsewhere in my report I discuss the progress made by forces in the important areas of tackling drugs misuse (page 41) and addressing repeat victimisation (page 34) – areas that have been included for 1996/97.

***Key Objective 4. To provide high visibility policing so as to assure the public***

The KPI for this objective is the extent of public satisfaction with foot and mobile patrol. Table 8 shows how forces performed against this objective.

Forces have chosen to measure levels of satisfaction in very different ways using samples of varying size and representative to different degrees. These factors make direct comparisons impossible, and I have restricted my comments accordingly. Given the difference between levels of satisfaction with foot and mobile patrols, combined figures for overall satisfaction with patrols are likely to be of much less value. I have therefore included separate figures wherever they are available. In some instances the survey methods within forces for satisfaction with foot and mobile patrols differ, making even intra-force comparison difficult.

*Table 8*  
**Satisfaction  
with foot and  
mobile patrols**

Force	Overall % satisfied	Foot % satisfied	Mobile % satisfied
ASOM	38	21	55
BEDS	41	23	51
CAMB	33	27	43
CHES	*	*	*
CITY	84	72	77
CLEV	38		38
CUMB		27	47
DERB	48	35	53
DECO	45	32	59
DORS	44	24	63
DURM	*	*	*
DYFP	*	*	*
ESSE	–	–	–
GLOS	–	–	–
GMAN	44	23	54
GWEN		16	33
HANT	51	–	51
HERT	41	21	47
HUMB	41	–	41
KENT	37	–	37
LANC	43	–	43
LEIC	38	23	50
LINC		34	57
MERS		15	53
METP		35	70
NORF	60	37	64
NWAL	21	22	36
NYOR	54	29	62
NORT	50	–	–
NRTB	–	–	–
NOTT	44	34	53
SWAL	27	25	27
SYOR	20		
STAF	51	29	63
SUFF	41	34	47
SURR	64		
SUSS	44	27	56
TVPO	27	17	38
WARK	46	32	55
WMER	88	25	29
WMID	*	*	*
WYOR	41	30	54
WILT	63	–	–

\* Surveys conducted on biennial basis  
Source: HMIC

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It is worthy of note that public satisfaction with levels of patrol is much lower than satisfaction with other aspects of service. Most forces have found that only between one-third and two-thirds of those they surveyed were satisfied with levels of police patrol, an indication that people still want more visible patrolling rather than that they are dissatisfied with force performance.

An analysis of the levels of satisfaction achieved shows no correlation with the percentage of operational time spent outside of police stations and in public. These findings suggest that improvement in police performance measured by this indicator is subjective and is influenced by other factors, such as the nature of the most recent contact with the police and the achievement of other desirable objectives, such as those relating to crime prevention. It is particularly difficult to match public expectations in this area, and forces frequently have to decide whether to commit resources to higher visibility policing or to other areas that might have a greater impact on crime.

***Key Objective 5. To respond promptly to emergency calls from the public***

The KPIs for this objective are:

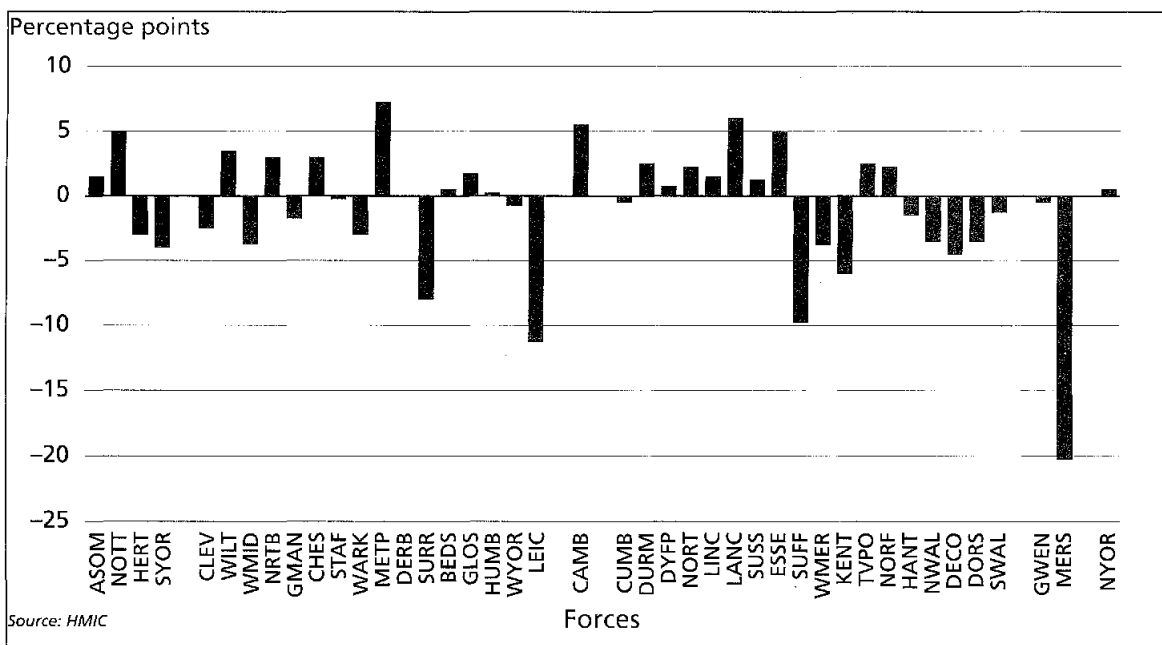
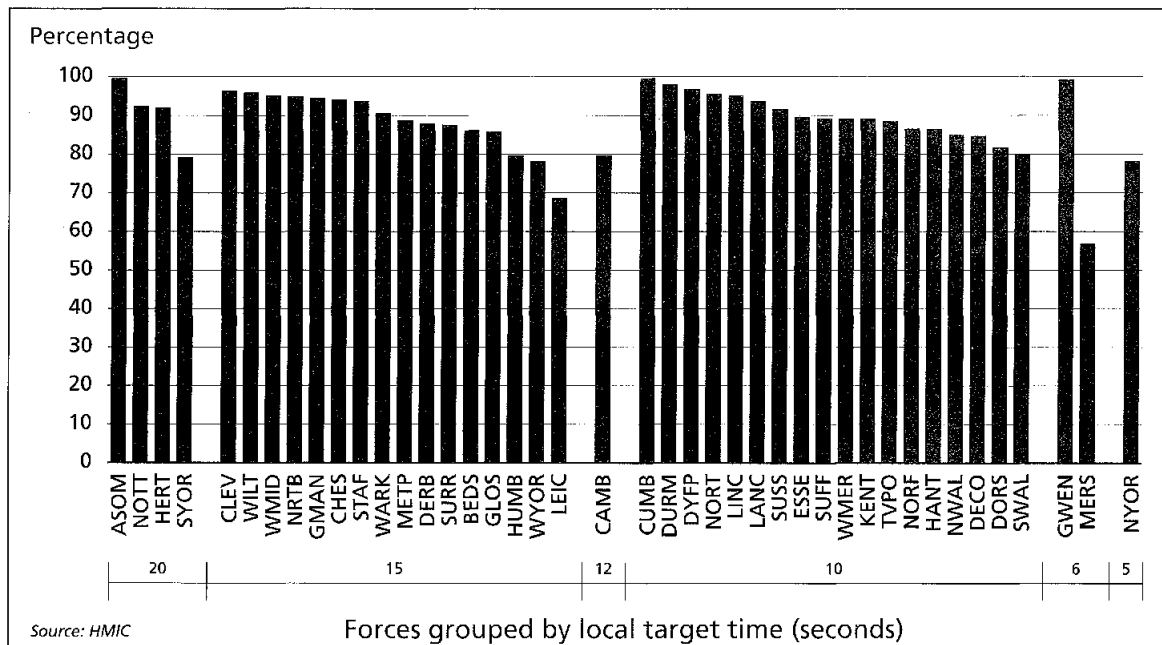
- the percentage of 999 calls answered within the local target time; and
- the percentage of responses within the local target time to incidents requiring an immediate response.

The level of force performance against these indicators is generally high. The higher the level of performance in any given area, the greater the difficulty in improving that level of performance. To improve performance in those circumstances even by a few percentage points may require the commitment of a disproportionate amount of resources.

Comparison between forces on these indicators is far from straightforward. Forces not only differed in the targets set by police authorities, but also in the type of incidents classified as requiring an immediate or urgent response. Performance should always be considered against the target set. A number of forces set challenging targets for performance, and in some cases found it hard to record high percentage success compared with those forces which set less ambitious targets. It does not follow that forces with more challenging targets but a lower percentage achievement,

**Figure 7A**  
**Percentage of 999 calls answered within local target time 1995/96**

perform less well than forces that set a less challenging target but record a higher success rate in meeting that target. In comparing performance, account needs also to be taken of the different size of forces and differences in the nature of the areas policed.



**Figure 7B**  
**Percentage of 999 calls answered within local target time – change 1994/95 to 1995/96**

The first indicator shows the percentage of 999 calls answered within a pre-determined target time after calls have been transferred by the telephone operator, together with performance against the stated target. Figures 7A and 7B show how forces performed against this indicator – forces are grouped according to the target time set and then in decreasing order of achievement.



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The target times set varied between 5 and 20 seconds but the great majority – 36 forces – were set a target time of between 10–15 seconds. Three forces – Gwent, Merseyside and North Yorkshire – set comparatively taxing target times (5–6 seconds) whereas a further four set rather less challenging targets (20 seconds) – Avon and Somerset, Hertfordshire, Nottinghamshire and South Yorkshire. Nationally, forces met their target times on 87 per cent of occasions. This is a high level of performance and once again forces are to be congratulated. The range in meeting target times was from 56–99 per cent.

Over half of forces were able either to maintain or improve performance compared with last year – Cambridgeshire, Lancashire and the Metropolitan Police showed a marked improvement. Of particular note is the performance of Cumbria, Durham and especially Gwent which were set challenging targets and returned very high levels of performance.

On the other hand the performance of Leicestershire, Merseyside, Suffolk and Surrey declined significantly. That of Merseyside has still not improved markedly from a comparatively low level last year. For each of these forces a reduction in performance can be attributed to problems associated with the introduction of new technology for call handling. Improved performance might therefore be expected in future years. The Merseyside target remains one of the most challenging in the country. Some forces – for example Cleveland and Cumbria – set more challenging targets compared with last year and managed to sustain their level of performance.

The performance of forces should also be considered against the volume of 999 calls received (Table 9). Overall, the number of 999 calls received increased by 11 per cent, a contributory factor being the increased use of mobile telephones. Some increases can also be attributed to the introduction of improved technology for counting calls. In general, forces were able to maintain or improve performance against a background of increased demand – Lancashire up 52 per cent, Northamptonshire up 74 per cent and Suffolk up by 86 per cent.

On a number of occasions, HM Inspectors identified potential weaknesses in the way in which data for this indicator were captured. In the absence of sophisticated IT equipment, some forces continue to rely on a manual count taken from surveys conducted during the reporting period.

The second indicator shows the percentage of responses within the predetermined target time to incidents requiring immediate

*Table 9*  
**999 calls**

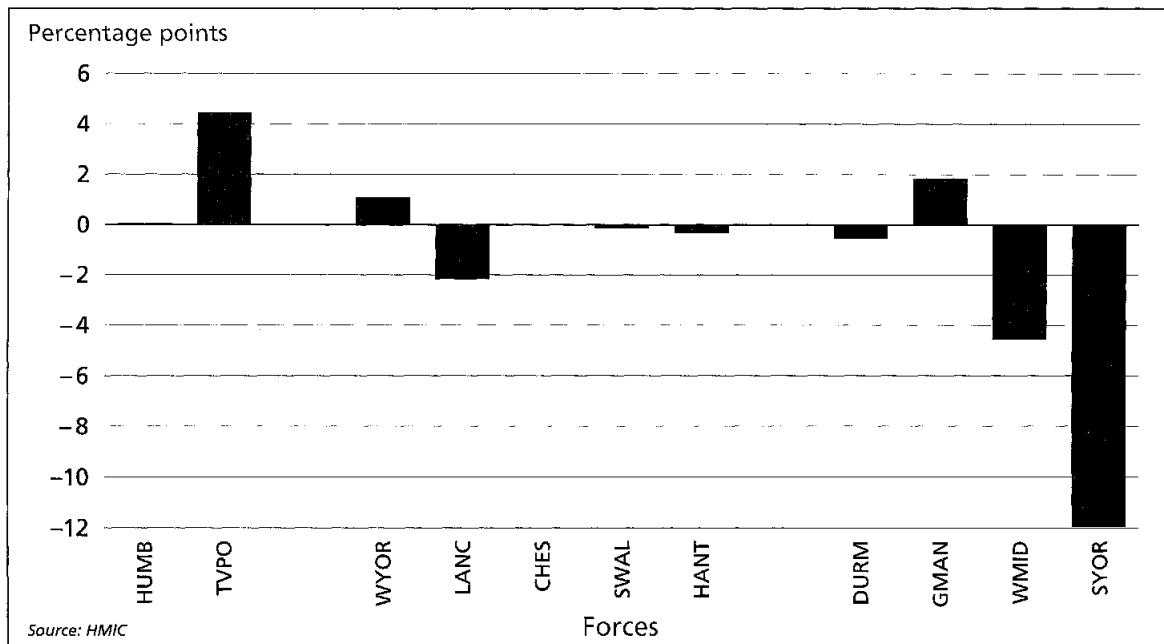
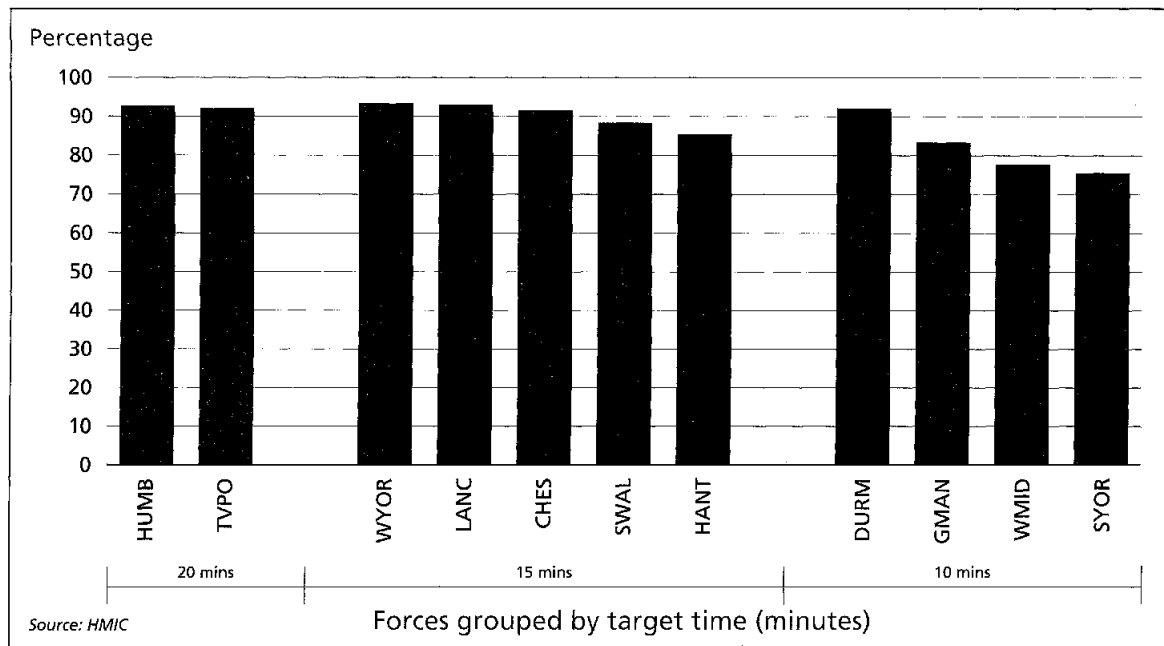
Force	Total 999 calls 1994/95	Total 999 calls 1995/96	Percentage change 1994/95 to 1995/96
ASOM	159,800	195,095	22
BEDS	51,192	34,466	-33
CAMB	58,805	73,923	26
CHES	80,035	90,243	13
CITY	◇	◇	◇
CLEV	84,346	87,253	3
CUMB	34,729	37,047	7
DERB	not available	94,632	not available
DECO	121,798	148,381	22
DORS	54,791	71,700	31
DURM	29,923	31,424	5
DYFP	24,068	25,208	5
ESSE	114,883	121,934	6
GLOS	45,388	46,678	3
GMAN	446,345	500,820	12
GWEN	35,360	36,088	2
HANT	170,560	191,090	12
HERT	77,071	87,256	13
HUMB	88,300	87,653	-1
KENT	141,769	161,149	14
LANC	102,984	156,349	52
LEIC	114,314	129,686	13
LINC	45,828	46,556	2
MERS	220,432	251,985	14
METP	1,538,385	1,681,620	9
NORF	48,984	56,261	15
NWAL	40,575	42,864	6
NYOR	56,646	60,561	7
NORT	32,256	55,994	74
NRTB	224,569	222,835	-1
NOTT	115,695	129,831	12
SWAL	158,006	179,586	14
SYOR	149,178	153,276	3
STAF	65,266	74,900	15
SUFF	30,253	56,112	85
SURR	67,268	74,763	11
SUSS	138,265	151,652	10
TVPO	195,016	221,119	13
WARK	48,870	54,921	12
WMER	98,539	99,012	0
WMID	412,211	455,056	10
WYOR	323,081	348,120	8
WILT	42,768	56,064	31
England and Wales	6,088,552	6,881,163	13

◇ City of London data included in MPS  
Source: HMIC

response. Here, the picture is rather more complex and the results are shown in Figures 8A–10B, with forces grouped in decreasing order of performance according to the target time set and the way in which targets were set: separate urban and rural targets or a single target (defined neither as urban nor rural) for the whole force.

Figure 8A

**Percentage incidents in target 1995/96 – forces with a single target time**



Target times set showed a high degree of consistency with the most common target for responding to incidents in urban areas set at 10 minutes and for rural areas 20 minutes. Nationally, forces met their targets for 85 per cent of incidents, with 17 forces meeting their targets in at least 90 per cent of cases. In

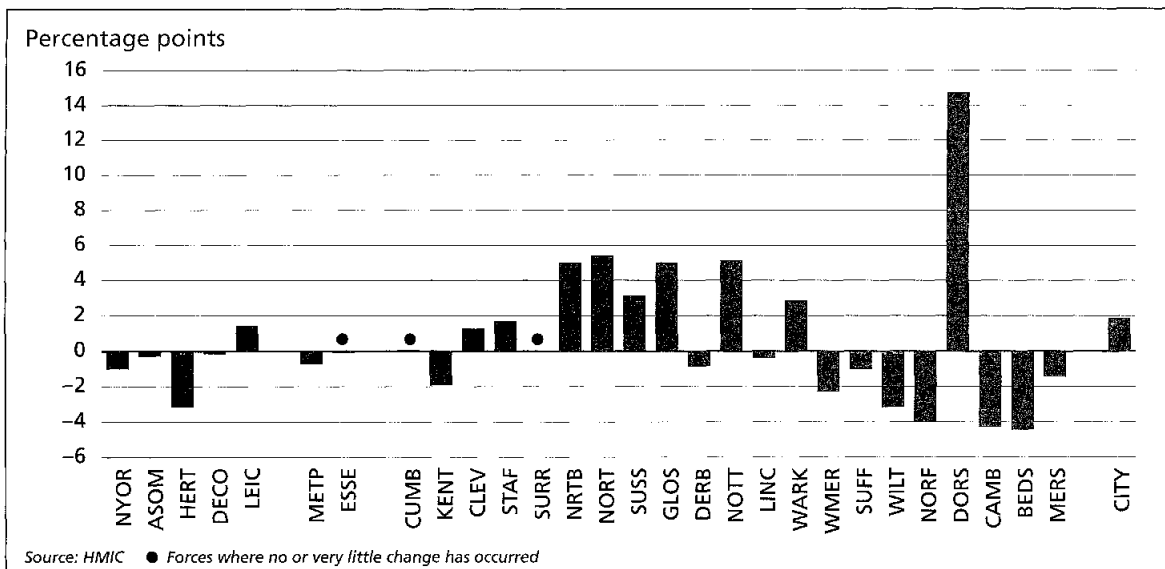
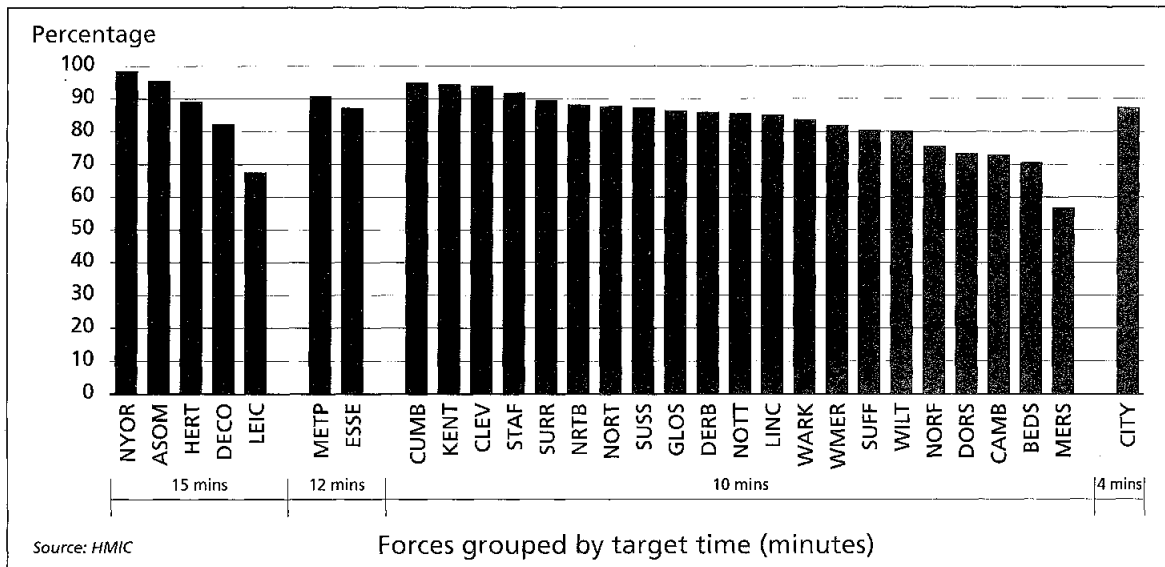
Figure 8B

**Forces with a single target time – change 1994/95 to 1995/96**

*Figure 9A*  
**Percentage of urban immediate response incidents within local target time**

urban areas about 84 per cent of responses to urgent incidents were achieved within target, and in rural areas, force response was within target for about 86 per cent of incidents. These are high levels of performance, on which forces are once again to be congratulated.

Although there is a wider variation in performance, just over half of forces were able either to maintain or improve performance compared with the same period last year. Dorset



*Figure 9B*  
**Forces with urban target times – change 1994/95 to 1995/96**

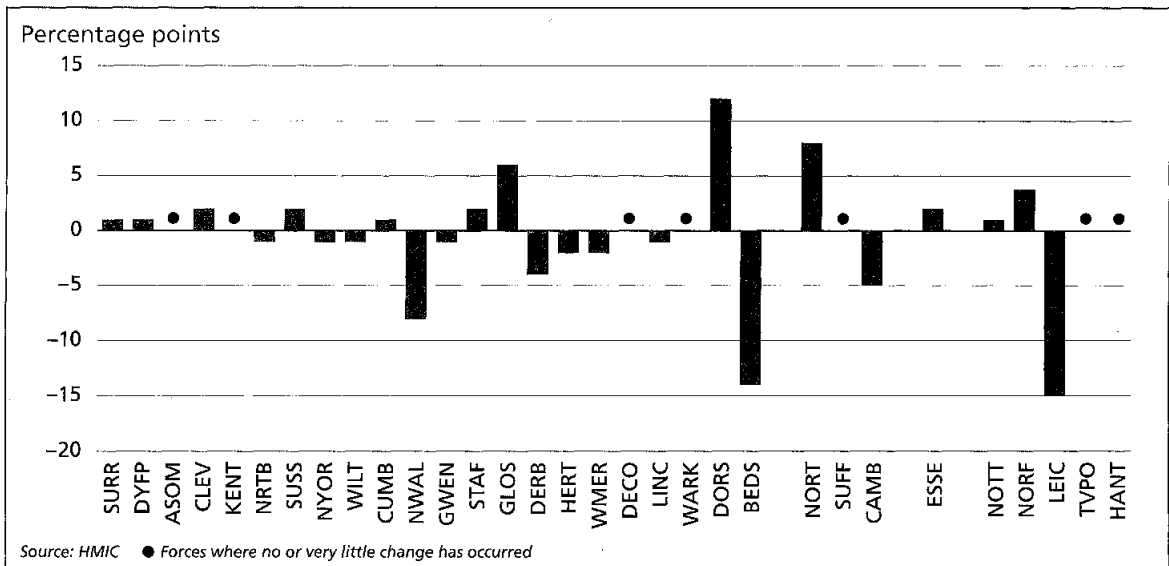
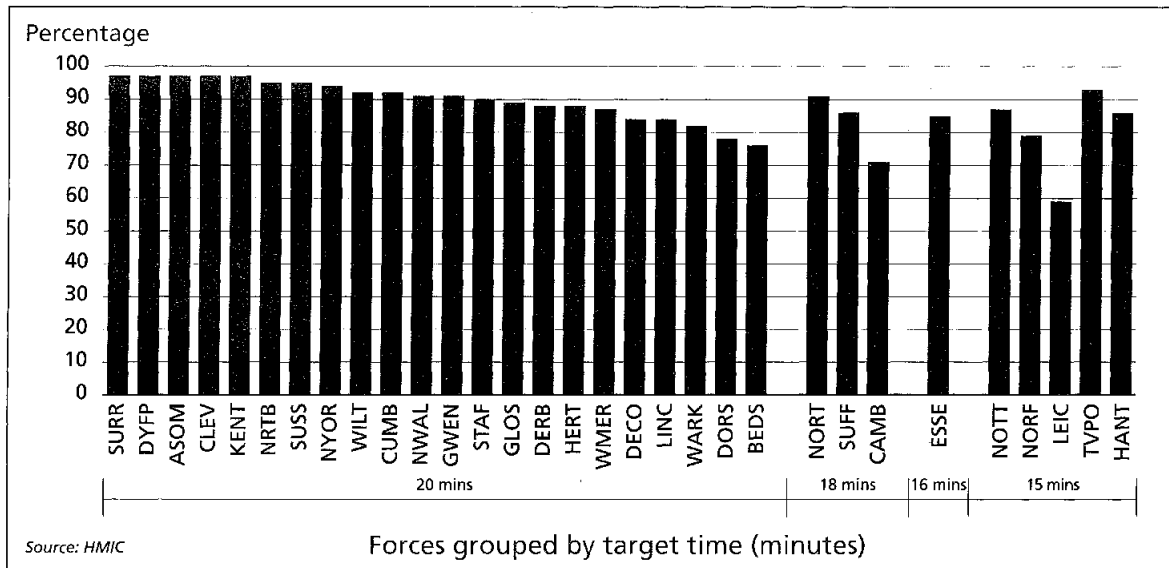
showed a marked improvement, albeit from a low base. Of particular note is the performance of Cleveland, Cumberland, Durham and Kent, who were set challenging targets and returned very high levels of performance. The performance of South Yorkshire declined markedly after a more challenging

performance target had been set. Northamptonshire was set a more challenging target and managed to improve the level of performance.

When comparing force performance, it is important to remember that the extent of police cover will vary considerably between rural, urban and metropolitan areas. Whilst levels of cover are designed to match workload, different policing environments may still affect the ability to respond. Whereas

Figure 10A

**Percentage of rural immediate response incidents within local target time**



in a rural situation it may be necessary to travel in excess of 20 miles to an incident, response over a much shorter distance in urban areas may be constrained by traffic congestion. It is not possible to make a quantitative assessment of the relative impact these factors have on force performance.

Figure 10B

**Forces with rural target times – change 1994/95 to 1995/96**

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There is also wide variation in the proportion of incidents for which forces decide an immediate response is required. Whilst nationally around 15 per cent of incidents are classified as needing an urgent response, the proportion varies from 2 per cent to 40 per cent of incidents (Table 10). This can have a significant impact on the ability of a force to perform well in terms of the indicator. Those forces with a broader definition of an immediate response may find it more difficult to sustain higher levels of performance. They may also be using resources less efficiently by deploying units to incidents where an immediate response is unnecessary.

Over half of forces were able to maintain or improve performance against a slight increase in demand (5 per cent increase in incidents requiring an immediate response). A number of forces experienced substantial increases in demand while maintaining a high level of performance, including Devon and Cornwall, Lancashire and Thames Valley.

HM Inspectors identified a number of potential problems with the comparison of performance data:

- some forces measured the response time from a much earlier point on receipt of the call than others;
- some forces still had practical problems in obtaining data and had to rely on manual counts from samples of data;
- there were inherent weaknesses in classifying the most appropriate level of response to individual calls; and
- the difference between urban and rural areas was not always well-defined.

All of these factors mean that the simple ranking of force performance based on this indicator alone is likely to be misleading.

### **Public Satisfaction**

In the preceding paragraphs, I have presented and discussed a number of important quantitative aspects of police performance. But another dimension, the quality of service provided, is of at least equal importance. There is little point in delivering a service to a pre-determined target if the quality of that service is such that operational effectiveness is compromised and realistic public expectation is not met.

Force	% incidents classed immediate response 1995/96	Number incidents immediate response 1994/95	Number incidents immediate response 1995/96	Percentage change - number of immediate response incidents
ASOM	5	36,599	26,100	-29
BEDS	10	2,477	15,804	538
CAMB	15	33,171	35,789	8
CHES	19	not available	57,731	not available
CITY	30	8,169	7,912	-3
CLEV	9	9,512	19,952	110
CUMB	12	28,915	26,513	-8
DERB	17	48,475	54,952	13
DECO	28	91,989	129,901	41
DORS	23	64,452	41,064	-36
DURM	7	15,542	16,104	4
DYFP	6	14,059	12,682	-10
ESSE	21	85,532	80,268	-6
GLOS	20	37,471	33,081	-12
GMAN	15	175,400	174,549	0
GWEN	21	37,832	36,905	-2
HANT	40	204,023	209,959	3
HERT	4	9,757	11,146	14
HUMB	17	64,704	62,726	-3
KENT	11	43,415	52,972	22
LANC	18	83,240	122,129	47
LEIC	36	98,290	110,423	12
LINC	36	37,279	48,935	31
MERS	10	57,898	52,973	-9
METP	13	419,623	444,607	6
NORF	26	43,817	54,434	24
NWAL	17	32,333	37,777	17
NYOR	2	3,661	4,544	24
NORT	18	36,520	33,293	-9
NRTB	13	93,832	91,877	-2
NOTT	24	92,918	95,437	3
SWAL	15	83,251	84,601	2
SYOR	14	47,496	41,981	-12
STAF	6	20,652	21,838	6
SUFF	14	26,073	23,228	-11
SURR	8	11,386	15,574	37
SUSS	10	58,460	53,864	-8
TVPO	12	52,271	76,857	47
WARK	12	15,896	15,114	-5
WMER	20	77,805	73,506	-6
WMID	18	142,766	161,023	13
WYOR	11	111,431	91,157	-18
WILT	18	37,976	31,884	-16
England and Wales	15	2,696,368*	2,893,166	

\*Does not include Cheshire

Source: HMIC

Table 10  
**Immediate response incidents 1994/95 to 1995/96**

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In one respect, a number of the KPIs already define the quality of service to be expected, for example that an emergency call will be answered and responded to within particular target times. However, the quality of the contact between force personnel and the public and the subsequent outcome is more difficult to capture.

Concern is frequently expressed that the increased focus on quantitative performance will drive down the actual quality of the service provided. The degree of public satisfaction is therefore a particularly important element against which to assess the quality of service delivered.

Forces are increasingly measuring the satisfaction of those with whom they come into contact, using as the basis for surveys the range of public satisfaction indicators developed by the ACPO. This provides an important balance against quantitative measures. The satisfaction indicators have now been adopted by the Audit Commission and will in future years be published nationally alongside the existing Audit Commission indicators of performance – a factor that will have significant implications for the accuracy of such surveys.

Surveys must be conducted and interpreted with great care. The sample must be of sufficient size to produce a statistically reliable result, and the questionnaire must be designed so as not to influence or mislead. Survey methodology used by forces continued to vary and on some occasions there were doubts as to whether individual surveys were in fact representative – it can for example be difficult where the victim population to be sampled is small or the sensitive nature of the case precludes further contact with the victim. These factors combine to make comparison of performance misleading.

Despite shortcomings in some force surveys, the overall figures do provide a useful indication of the extent of public satisfaction and I include a summary of the average figures for 1995/96 in Table 11. Many of the surveys are conducted independently by external agencies on behalf of forces.

The surveys show a commendable level of performance in terms of public satisfaction with the nature and level of service provided. Whilst there is some variation in performance between forces, the majority of forces returned levels of satisfaction at the higher end of the scale. Public satisfaction is consistently higher with victims of road traffic accidents, whilst there appears greater potential to improve the service to victims



ACPO indicator	% average level of satisfaction	No. of forces
999 calls	87.1 (88.6)	38 (38)
Station enquiries	88.9 (88.0)	38 (36)
Victims of violence	83.9 (89.7)	39 (33)
Victims of burglary	92.1 (90.1)	41 (37)
Victims of road traffic accidents	92.5 (93.3)	41 (37)

*Table 11*

**Level of public satisfaction – 1995/96 (1994/95)**

of violence. The level of satisfaction with patrol is much lower for the reasons I discuss earlier in this chapter.

The extent of public satisfaction is reinforced by the number of letters of appreciation received by forces – 64,291 in total in 1995/96. Figures from the 1994 British Crime Survey (BCS) – the latest survey for which figures are available – also reinforce the surveys conducted by police forces. The decline of public confidence in the police seen during the 1980s appears to have halted: 82 per cent of the population felt their local police did a good job. Satisfaction amongst those reporting a crime had risen to 72 per cent. The BCS also showed that of those contacted by the police, members of the public stopped as pedestrians were most likely to feel dissatisfied – 30 per cent.

Considerable progress has been made both in maintaining and improving the extent of public satisfaction with the nature of service provided. But this is an on-going process and forces will need to maintain the impetus if performance is to be sustained. I would encourage forces to use modern market research techniques as widely as possible – the main purpose of surveying customers is to identify why some are dissatisfied and take appropriate action to improve the quality of service.

**POLICE USE OF TECHNOLOGY**

With the increasing organisation and sophistication of criminals, police forces must exploit to the full advances in modern technology. Keeping up with new developments can require forces to commit significant levels of resources whilst it is not always possible to benefit from savings made elsewhere. Advances in technology often create new opportunities rather than simply allowing the same functions to be undertaken more efficiently. Paradoxically, the introduction of new technology, with resulting improvements to services, can in itself create increased demand for the service thereby placing a further strain on resources.

I am pleased to note the progress made generally during the reporting period both by individual forces and with Home Office sponsored projects. The range of work undertaken is particularly impressive although, a great deal of emphasis continues to be placed on information technology. IT has a critical role to play in service delivery with considerable potential to reduce administrative burdens. Account needs also to be taken of the convergence of information and communications technologies.

Developments in a number of areas are particularly worthy of mention:

- call-handling technology;
- recording and transmission of photographic images;
- protective equipment for officers;
- CCTV and camera enforcement technology; and
- DNA profiling.

I am pleased also to note the progress with major projects which are of considerable interest to the Police Service:

- the National Automated Fingerprint Identification System, which should increase significantly the throughput and identification of fingerprint impressions;
- HOLMES II – the replacement major enquiry data management system; and
- the Public Safety Radio Communications Project – to which I refer later in this chapter.

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I am, however, concerned at the continued and serious delays experienced in the full implementation of the PHOENIX system (page 37) due to the difficulties in achieving back records conversion.

### **Police Information Technology Organisation (PITO)**

I welcome the launch in April 1996 of PITO, as the Police Service moves into a new era of IT planning. The establishment of PITO will bring a greater degree of independence to the support given to forces and provide improved focus and co-ordination for IT matters, with the potential to deliver greater economies of scale. PITO will have a number of key responsibilities:

- maintain a broad overview of police IT requirements;
- specify and procure national systems;
- co-ordinate and regulate local systems, for example those covered by the national strategy; and
- facilitate the procurement of goods nationally.

### **National Strategy for Police Information Systems (NSPIS)**

The NSPIS strategy was launched by the Home Secretary in November 1994. NSPIS provides for the first time a detailed framework upon which to build the future of IT in the Police Service with five priority applications in key areas identified for development as national systems:

- command and control;
- custody recording;
- crime and incident reporting;
- case processing; and
- management information.

Forces selected to take lead roles on behalf of the Police Service in developing each of these applications have made marked progress. This is an important initiative which will lead to greatly improved co-ordination in the introduction of new systems at reduced cost, and in the more effective exchange of data more readily between forces.

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In order to benefit from the NSPIS, forces will require a culture change in deploying IT applications not specifically produced for or within their own force. Whilst some forces are still content to continue with in-house developments outside the NSPIS framework, most have now produced a migration strategy to chart the progress from “legacy” systems to those compliant with the NSPIS. The Inspectorate will assess migration strategies and during the course of inspection monitor the progress made by forces. This initiative will depend ultimately for its success on the extent to which chief officers embrace the concept. I urge them to do so.

### **The Public Safety Radio Communications Project (PSRCP)**

A reliable and secure communications system is essential both for the safety of officers and the effective conduct of operations against crime. I therefore welcome the PSRCP, an ambitious project designed to harness the latest communications technology and meet the needs of the police and other emergency and law enforcement agencies well into the next century. A project of this size requires massive financing, and is an ideal candidate for consideration in terms of the private finance initiative. The recommended technical solution – based on digital trunked radio to the European TETRA standard, utilising a radio spectrum newly released for the purpose – will bring significant improvements to force communications systems.

I am pleased to note the progress already made, with plans for a number of companies or consortia to undertake project definition studies which should lead to pilot studies being undertaken in 1998/99, and complete coverage of forces by 2003.

The project has considerable implications for those forces which need to upgrade existing communications systems in advance of PSRCP roll-out. Unless there are sound operational reasons, forces should now avoid major expenditure on integrated communications control systems. Wherever possible, forces should comply with the interim national strategy for radio systems, developed in consultation with the ACPO.

### **Information Technology (IT)**

Particular emphasis continues to be placed by forces on the development of IT solutions which tend to consume the greater proportion of capital expenditure budgets. HM Inspectors look in detail at the way information technology is deployed by forces in order to ensure as far as possible that investment in systems and equipment represents sound value for money.

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The use of IT was examined in all primary inspections, with in-depth reviews undertaken by specialist staff during the course of seven primary and one performance review inspections. For the first time, a review, conducted by one of HM Inspectors appointed from a non-police background, was undertaken of IT provision within the Metropolitan Police Service.

I recognise that IT provision can prove a difficult area for any organisation and there are I believe a number of critical success factors:

- the need for a comprehensive IS/IT strategy linked closely to operational policy and making full provision for staff training;
- the need for IT units to be outward-facing and service-oriented;
- the importance of professional project and programme management in the timely introduction of systems;
- the need for detailed and accurate project costings;
- the importance of the user role in determining requirements at all levels; and
- the need to keep legislative and security requirements to the fore.

I am pleased to report that HM Inspectors found considerable progress had been made by forces both in terms of developing a strategic direction and in the control of individual projects. Of particular note is that in forces where previously HM Inspectors had identified serious shortcomings, significant improvements had now been made.

There remain a number of areas of concern with potential for improved performance:

- some forces still lack a comprehensive IT strategy. At times, strategies are linked insufficiently to operational priorities;
- project control remains a problem in some instances due to a failure to adopt rigorous project control systems, and at times weak management teams with inadequate staff succession planning;
- proper financial planning of projects was not always apparent, with lifetime costs at times seriously underestimated;

- 
- some plans were over-ambitious in terms of the level of resources committed and the timescales set; and
  - there was scope for more vigorous specification of user requirements, linked more closely to operational need.

More widely, a number of forces are still constrained by a basic lack of IT equipment. This was nowhere more apparent than in the provision of management information systems. Progress is however being made, dependent largely on the availability of financial resources. A number of forces are beginning to develop, to considerable advantage, systems that link for example custody, criminal records and administration of justice units. This facilitates the tracking of individuals across the entire system together with the production of more meaningful and timely management information. Some forces, for example Northumbria and Surrey, also have sophisticated information systems that can be accessed throughout the force.

### **The Police National Computer (PNC)**

The PNC provides police forces with round-the-clock access to extensive records covering amongst other things, registered vehicles, criminal names, wanted or missing persons and stolen firearms. Access to information on the database has broadened in recent years, with proposals for greater access in order to vet the backgrounds of those who come into contact with the public in potentially sensitive areas.

Given the wider availability of data it is even more important to ensure that legal and access requirements are complied with, and that data accuracy is maintained at a high level. The introduction by the Inspectorate of a regular audit programme is therefore particularly timely.

A compliance audit will be undertaken of all organisations with cable connections to the PNC, including all 43 police forces in England and Wales. Full audits will be based on a three-year cycle, with annual health checks on non-Police Act organisations and a follow-up to all audit reports. The Inspectorate will report to PITO on a regular basis. So far, the audit programme has revealed legitimate access but some variability in the quality of data – which must be seen in the context of the volume of data stored. Some scope has been identified for improved management intervention following the issue of audit reports.

## MANPOWER PLANNING AND DEVELOPMENT

### Human Resources

In my last report I emphasised the need for forces to have in place effective means for managing people – whether they are police officers, civilian staff or members of the Special Constabulary. That need has not diminished – forces continue to spend something in the order of 80 per cent of revenue budgets on staff, and like any organisation depend for effectiveness on the people employed. The need for a comprehensive human resource strategy, linked to operations and service delivery, is therefore paramount.

I am pleased to report that forces are adopting a more systematic and professional approach to the management of human resources. Most now employ professionally qualified staff in personnel roles and the majority rely on a central personnel department to develop and implement policy and practice across the whole of the force. However I believe there is a need for further progress in three key areas:

- the development of fully integrated personnel strategies;
- the process of devolution; and
- line management responsibility.

### Strategy

Many forces have now developed detailed human resource strategies, although there remains scope for those strategies to be much more closely linked to operational objectives. During the course of the year HM Inspectors continued to encourage forces to adopt the kind of approaches to personnel management outlined in the *Personnel Standards Lead Body Framework*, published by the National Occupational Standards Council. This offers an integrated approach to personnel functions:

- strategy and organisation;
- resourcing;
- employee development;
- benefits and rewards; and
- employee relations.

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The ACPO have yet to produce a detailed human resource strategy, and I therefore welcome the work now being undertaken to assess how the Lead Body standards might be applied more comprehensively within the Police Service by both individual forces and by the ACPO.

## **Devolution**

Earlier in my report I refer to the progressive devolution of authority to basic command unit level and some of the associated problems encountered by forces. Where forces have taken the devolution route, this has not always been followed by the provision of appropriate personnel management skills at local level which are needed for:

- the recruitment of administrative and blue collar staff;
- manpower planning – which is required just as much at the local level;
- knowledge of grievance procedures and the intricacies of employment law;
- ensuring that local training arrangements match needs of staff and follow force policy;
- the consideration of staff welfare issues and managing the staff appraisal process; and
- budget management.

A number of forces, for example the Metropolitan Police, deploy qualified personnel officers at local level. Others take the view, for reasons of economy of scale, that personnel support should be provided from the centre. Whatever the approach taken by an individual force, there must be a well-defined and effective means of providing professional input to local commanders otherwise staff may not be managed to best effect. Forces may also become more vulnerable to grievance procedures and breaches of employment law.

The absence of good quality personnel management information systems at local level impedes effective staff management. Forces should therefore ensure that an appropriate infrastructure is put in place to match devolution of authority. This is essential to enhance the decision-making process.



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## **Line Management Responsibility**

The devolution of force personnel functions removes any excuse for the abrogation of line management responsibility. Whereas it is for the personnel department or local personnel managers to enable and monitor, line managers are the only ones who can implement policy. They have a vital role to play in a wide range of personnel matters but all too often fail to recognise that role.

HM Inspectors found that, where managers understood their role in setting goals and recognised the development needs of staff, individuals became more motivated and productive. This is the essence of good personnel management but all too often it is neither recognised nor encouraged within forces.

## **Equal Opportunities**

An aim of HM Inspectorate is to ensure that forces have implemented, or are actively implementing, an effective equal opportunities policy broadly in line with Home Office guidance and established good practice.

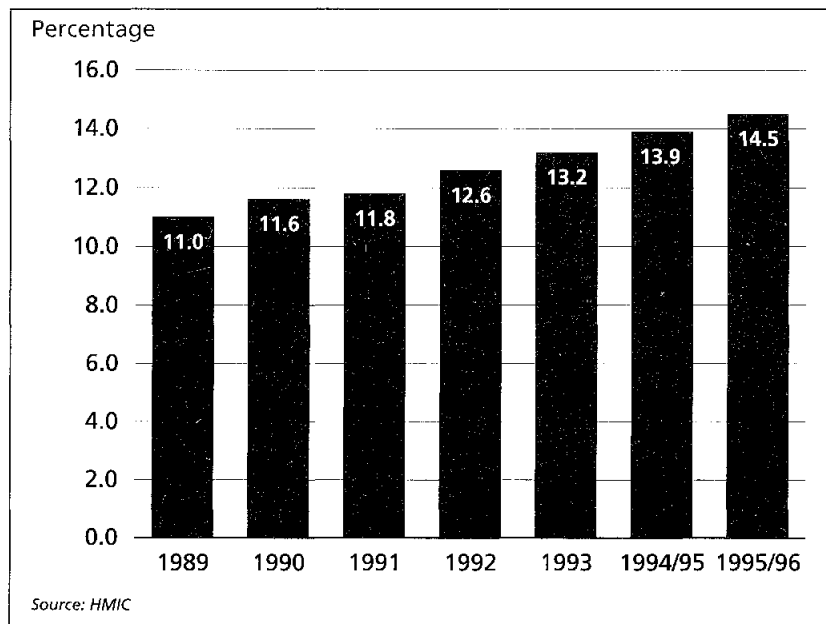
During the reporting period, a thematic review – the second inspection of equal opportunities – was conducted by one of HM Inspectors appointed from a non-police background. The report, *Developing Diversity In The Police Service*, was published in 1996.

I am pleased to report that substantial progress has been made since the previous review in 1992. Much has been achieved. I applaud the considerable progress made by many forces in developing and implementing equal opportunities policies particularly in relation to the development of procedures and monitoring systems, with clear public statements of commitment. HM Inspector concluded that in every force inspected there were good, sometimes excellent initiatives, many of which were comparable with the best private sector practice.

That said, the picture was varied across police forces, and HM Inspector identified a number of areas where there remained room for improvement:

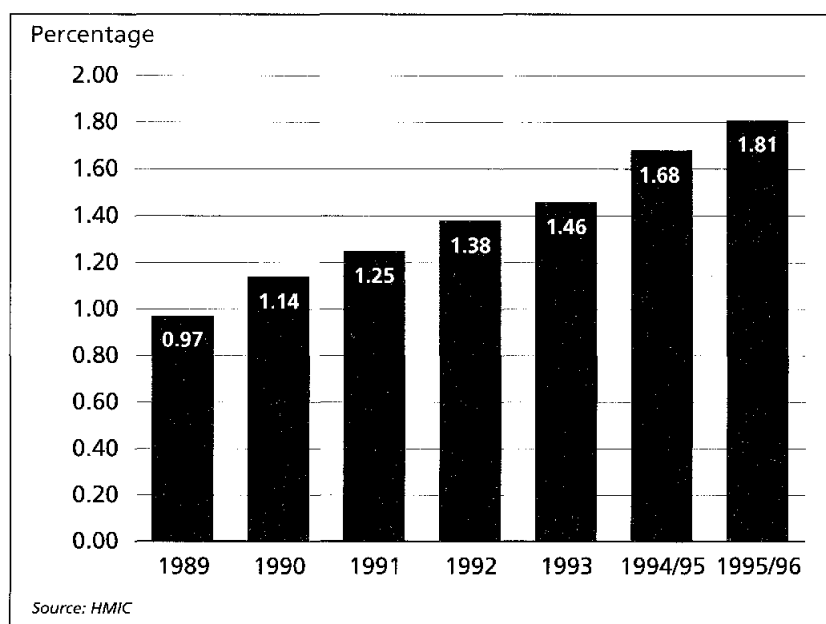
- whilst there is a small but continuing rise in the recruitment of women and ethnic minority officers (Figures 11 and 12) their progress up the promotion ladder and into specialist departments is far slower;

*Figure 11*  
**Police strength –  
 female officers  
 England and  
 Wales**



- there are many individuals who see equal opportunities as a crucial factor in the development of a diverse workforce where the talents of individuals are used to the benefit of the organisation and thus the public. There are still, however, entrenched attitudes which can frustrate progress;
- the inspection noted a rise in the incidence of reports of oppressive bullying. There is a continued and unacceptable level of racist and sexist banter. While more covert and subtle than before, it is nevertheless destructive;

*Figure 12*  
**Police strength –  
 ethnic minority  
 officers England  
 and Wales**



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- stories of harassment and discrimination against civilian staff were of particular concern, especially when accompanied by reports of unacceptable behaviour going unchallenged by peers and supervisors;
  - managers were sometimes felt to have little understanding of equal opportunities issues and the problems faced by staff, with a corresponding lack of ability to deal with them;
  - whilst there is considerable support for equal opportunities amongst chief officers, it is nevertheless perceived by some that top-level commitment is not as strong as it could be; and
  - the lack of faith in the grievance system is particularly worrying.

Whilst the above comments must be taken seriously, they need also to be kept in perspective – they reflect the problems present in many other organisations, and in society itself. As awareness of equal opportunity issues grows and discussion becomes increasingly open, problems will become more apparent. That should not be taken automatically as a worsening of the position in forces, more a willingness of the Police Service to confront the issues.

The concept and value of a diverse workforce has been slow to take root in the Police Service. Whilst the strategies and mechanisms are in the main in place, they will be ineffective unless accompanied by a shift in culture and attitudes. This cannot be achieved without understanding and long-term commitment from the top of the organisation. There is some way to go to remove uncertainty as to the benefits arising from the direct and vital link between performance and the way in which the organisation manages staff:

- greater efficiency and effectiveness can be obtained from a broader skills base;
- better value will be obtained from the money invested in people;
- better service will be given to the community and forces will grow in credibility and receive greater public support;
- the value of being seen to be fair and open should not be underestimated; and

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- industrial tribunals, which recently have been costly and resulted in extremely damaging publicity, would be avoided.

The thematic report outlines an agenda for action and serves as a good practice guide for forces. During future inspections, HM Inspectors will assess the progress of forces against the recommendations made in the report, which I commend to all chief officers. The link between effective service delivery and equality of opportunity is a fundamental one and should be exploited by forces.

### **Staffing Levels**

During the course of the year, HM Inspectors continued to emphasise the need for effective personnel planning. There remained scope for more detailed planning in relation both to the numbers and skills mix of staff required to deliver agreed operational objectives. There was also scope for forces to assess the potential impact on staffing levels as a result of long-term financial projections.

In my report last year, I referred to significant changes in the arrangements for funding of forces, one implication of which was the move away from the concept of a fixed staffing establishment. This allows much greater flexibility for chief officers in deciding their staffing needs.

The police officer strength figures (Table 12) show little change over the past few years. Overall, police strength declined by a total of 371 compared with the previous year. In contrast, however, the number of constables increased by 543, continuing the trend towards a record high number of officers at that level (Table 13). The fear expressed by some, that the introduction of the funding formula to determine the distribution of resources would lead to a significant reduction in the number of police officers has not been realised. A detailed breakdown of force strengths is included at Appendix 3.

Whilst the strength figures provide some indication of the way in which officers are deployed, they should be interpreted with some caution. Forces may not always be able to maintain estimated strength figures due to delays inherent in the recruitment cycle. This can result in quite marked short-term fluctuations. Changes of strength in the Metropolitan Police can, because of its size, conceal trends elsewhere.

Changes to the funding mechanism, referred to above, may in themselves have an impact on force strength. The main budgetary flexibility for chief officers lies in manpower expenditure, and there is some evidence that forces are delaying or reducing the level of recruitment in order to provide funds to meet priorities elsewhere. Paradoxically perhaps, the move towards devolved budgets brings with it a greater potential to depress staff numbers. Given more responsibility, local commanders may wish to divert funding for staff to other areas they perceive of equal or greater importance in meeting local needs.

Table 12

**Total police officer strength**

Forces	1990 (December)	1991 (December)	1992 (December)	1993 (December)	1995 (March)	1996 (March)
Metropolitan Police	28,152	28,126	27,812	27,605	27,480	27,289
Provincial	96,908	96,940	98,067	97,933	97,700	97,505
Total	125,060	125,066	125,879	125,538	125,180	124,794
Total service* <i>* includes seconded officers</i>	127,090	127,127	128,045	127,658	127,222	126,851

Year	Strength* <i>* also includes secondments</i>
1990	95,167
1991	95,609
1992	95,662
1993	96,591
1994	97,010
1995	97,107
1996	97,650

Table 13

**Constable strength  
(as at 31 March)**

Earlier in my report I welcomed the Government commitment to provide additional funding to increase the number of police officers by 5,000 over the next three years. This should improve the capacity of forces to respond to the increasing demands placed upon them. The Government commitment must be matched by a commitment from chief officers to increase the numbers of operational police officers. The Inspectorate will monitor closely the changes to force staffing levels consequent on the provision of extra funds.

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Significant increases in funding enjoyed by forces in recent years have not been reflected in the deployment of officers: the figures for patrol and operational strength have remained reasonably constant during that time.

This is in part a reflection of the need to balance the resources devoted to patrol duties against the many other important demands placed on forces. The move towards more proactive policing, both in focusing investigation of volume crime and setting up specialist units, has had a significant impact on the deployment of staff. The heavy investment in technology requires appropriate diversion of staff, as does the greater emphasis on performance and planning. The underestimated commitment for pensions provision and the need to build up financial reserves, have also had an impact. Nevertheless, additional resources have enabled chief officers, at the very least, to maintain patrol capability whilst at the same time addressing other priorities.

The fluctuation in police strength should also be seen against the significant increase in civilian staff numbers (Table 14) and growth in constable strength – up by more than 500 in 1995/96 alone. This has in practice improved the staffing resources at operational level. The Special Constabulary also provides a boost to police manpower. Deployment of special constables helps to improve police visibility, can provide support when resources are stretched and can provide a police presence in areas where it is not always possible to deploy regular officers.

### **Civilianisation**

The Inspectorate continues to encourage civilianisation programmes not only as a means of ensuring that police officers undertake duties appropriate to their powers, but also to broaden their skills base.

There has been sustained progress with civilianisation programmes, reflected in the number of civilians now employed – Table 14 – and the number of police officers released to take up more appropriate duties (Table 15).

HM Inspectors found that progress with civilianisation varied between forces. Some forces still had considerable scope to introduce more civilian staff. The Inspectorate calculates that, in total, there is the potential to introduce approximately 6,000 civilian posts into police forces. This calculation is based on the classification of certain types of post as being suitable

Forces	1990 (December)	1991 (December)	1992 (December)	1993 (December)	1995 (March)	1996 (March)
Provincial total	32,278	32,817	34,578	35,599	36,739	37,936
Met Police total	13,681	14,131	14,584	14,575	14,357	14,311
England and Wales total	45,959	46,948	49,162	50,174	51,096	52,247

exclusively for civilians. Ultimately, it is for chief officers to decide on the staffing mix to best reflect local priorities and circumstances.

Civilian staff now account for approximately 30 per cent of the total staff employed, and forces would be unable to deliver services effectively without them. It is therefore particularly disappointing once again to report the scope for improved integration of civilian staff into the force structure. There are

Table 14

**Civilian strength (full-time equivalents)  
(excluding Traffic Wardens)**

Forces	1990	1991	1992	1993	1994/95	1995/96	Total
Provincial total	413	262	665	359	634	516	2,849
Met Police total	190	277	409	255	430	219	1,780
England and Wales total	603	539	1,074	614	1,064	735	4,629

at times limited career development and staff appraisal for civilians, with too few training opportunities – this is discussed in greater detail in the Equal Opportunities thematic inspection report. The best forces have integrated police/civilian human resource strategies, utilise their skills to best effect and regard civilian staff as integral members of the teams to which they contribute.

Table 15

**Police officers released through civilianisation**

**Sickness**

I continue to be concerned at the often high levels of sickness recorded by forces despite detailed guidance given to individual officers on how management of ill-health might be improved. The level of sickness absence was the same as last year, with an average of 11.9 days lost per police officer and 13.8 days lost per civilian member of staff (excluding traffic wardens). In total, this constitutes a significant proportion of working days lost – 5.5 per cent for police officers. Approximately 75 per cent of sick leave was certified and the long-term absence of comparatively few staff made a significant contribution – about half the total sick leave.

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There remained scope for more detailed analysis of sickness trends in order to provide a clearer insight into the nature of the problems faced. For example, there is an apparent disparity between the sickness levels of male and female staff, and the sickness level of some categories of civilian staff appears disproportionately high.

High levels of sickness can be a reflection of low staff morale and indicative of more serious problems elsewhere. The quite considerable drain on resources caused by sickness absence is at times underestimated by forces and the Inspectorate will in the coming year place continued emphasis on the need for improved performance in this area.

The Police Service is by nature a very stressful occupation and in those circumstances effective sickness management is of particular importance. The welfare of staff is a key factor in any personnel strategy and those forces that have introduced and make good use of more comprehensive occupational health schemes in support of staff, are already beginning to see the benefit in terms of reduced sickness levels.

## **Recruitment**

During the course of the year, police forces continued to benefit from large numbers of appropriately qualified applicants. I mention earlier in my report the need to encourage recruitment of women and from ethnic minority populations. A number of forces have developed creditable initiatives to boost recruitment in this area.

Once again, HM Inspectors expressed concern at the inordinate delays in some forces between the application and assessment of candidates – more than nine months in the worst cases. The best forces show that the recruitment process can be substantially shorter. Some forces would benefit from a more structured recruitment programme – reflected in the fact that the demand on the district probationer training centres remains unpredictable.

The Home Office and the Inspectorate continue to endorse strongly the Accelerated Promotion Scheme for Graduates (APSG), as the best means of ensuring that the Service attracts some of the very best quality graduates available. The marketing of the scheme is undertaken by a small team within the Inspectorate, who also process all subsequent applications.



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Improved targeting of the recruitment effort has led to an increase in the number of applicants meeting the standard at extended interview (24 in 1994/95, to 26 this year), from 18 per cent fewer applications.

I am encouraged at the increased interest shown by forces in the scheme – of the 45 forces eligible to participate, 40 are now doing so. It is also encouraging that 30 forces now offer familiarisation courses, providing places for 680 participants – a marked improvement on previous years. Various new initiatives are in place to attract quality applicants from diverse backgrounds. Four forces – MPS, Northamptonshire, West Midlands and West Yorkshire – have taken up the offer to provide mentors to ethnic minority undergraduates later this year, through a scheme run by the National Mentoring Consortium, funded and administered by the APSG.

## **Training**

One of the best means of ensuring that staff develop to their full potential is to provide timely and appropriate training. There is a need to see training as an investment rather than simply an abstraction from duty. The demand for training continues to increase as a result of organisational, operational and legislative change. Chief officers have responded through improved prioritisation of training delivery, and by exploring new methods to minimise the impact on operational commitments. There is an increasing expectation that individuals should take greater responsibility for their own learning needs, supported by a wider range of training materials.

Legislative change, in particular can have a considerable impact on training requirements both in cost and programming terms. On occasion, forces have had insufficient time to deal fully with the training requirements and therefore have not been as prepared as they might be for the introduction of change. I would urge those responsible for instituting change to ensure wherever possible, that due weight is given to the effect of change and that forces are given sufficient time to prepare and train staff.

During the course of inspections, HM Inspectors found that a number of forces had still to introduce a training strategy. Elsewhere, there was scope to undertake a training needs analysis and develop the link between training delivered and

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the actual operational requirement. More widely, the evaluation of training was limited, with consequent lack of feedback and fine-tuning.

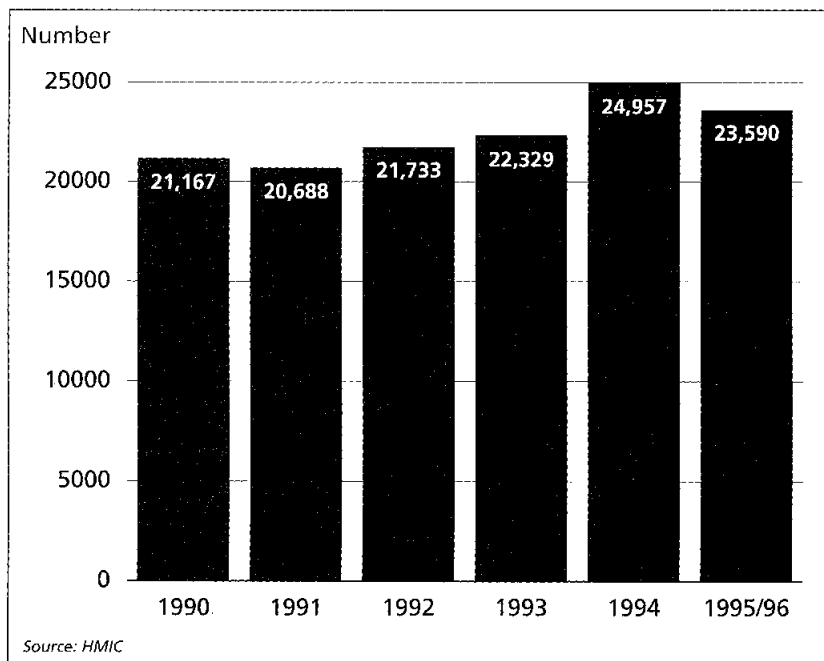
The Inspectorate is also responsible for conducting a rolling inspection programme of the district training centres responsible for probationer training. HM Inspectors found that, despite some occasional accommodation constraints, training school staff were highly committed and provided a good standard of recruits for the forces they served. A forthcoming review of probationer training is to be welcomed and will I hope contribute to the maintenance and improvement of training standards.

Looking to the future, there are a number of challenges which I see for police training:

- the need for the Service to continue to work closely with the Police Training Council. It is the role of the executive committee with the Director of National Police Training to define the national training strategy and determine what should be developed and/or delivered nationally. This should avoid duplication of effort and a consequent waste of training resources;
- a continuing need to assess and prioritise the training requirement. Emphasis must be placed on those skills which enable the organisation to become better managed and to meet its operational commitments; and
- a continuing need to determine the means by which training is best delivered. The trend towards distance learning methods could be counter-productive unless programmes are validated fully in advance and subsequently tested – in this context I commend the recent Home Office guidance note.

### **Complaints Against the Police**

The Inspectorate has a statutory responsibility under the provisions of section 95 of the Police and Criminal Evidence Act 1984 to keep under review the handling and investigation of complaints against the police. I welcome also the contribution made by the Police Complaints Authority (PCA), which the Inspectorate enjoys a close and productive relationship both during and outside inspection. The complaints profile of a force provides a useful window on the culture and attitudes at all levels within the force, and a good complaints record is an important factor in maintaining public confidence.



*Figure 13*  
**Complaints against the police – cases recorded**

The number of recorded complaint cases involving the conduct of police officers in 1995/96 was about 5 per cent less than in 1994 (with the number of individual complaints down by 2 per cent) – Figure 13. This is the first decrease in the total number of complaints cases seen for four years. The number of complaints completed was about 3 per cent down on 1994. The level of substantiated complaints remained low at 2 per cent of completed complaints, with a substantial number of complaints being withdrawn – 19 per cent. The number of complaints cases referred to the PCA declined by 30 per cent in 1995/96, continuing the trend seen since 1992. The number chosen for supervision increased by 7 per cent – an indication that forces are properly targeting appropriate complaints. There is some evidence that the use of extended batons and rigid handcuffs has resulted in an increase in the number of complaints received in certain categories.

If one considers the nature and frequency of the contact between police officers and members of the public, I believe the level of complaints is remarkably low. Across the country, there are in the region of 100,000 contacts daily with members of the public, many of which involve people under pressure or those willing to offer violence. Police officers are at times rightly called upon to take robust action, and confrontation in certain circumstances is unavoidable. Officers often have to make split-second decisions in order to protect themselves and the public. In that context, it is inevitable that complaints will arise. There

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is, however, no room for complacency – the powers invested in the police demand in return the highest standards of behaviour.

HM Inspectors continued to monitor the complaints investigation process. I am pleased to note that the standards of investigation remained generally high as did the level of expertise within complaints departments. The PCA is also happy with the quality and objectivity of police investigations. However, HM Inspectors identified a number of areas where there was scope for improvement:

- some forces still suffer from a lack of strategic planning, and there is scope for improved investigative training for complaints staff;
- many forces had scope to introduce enhanced management information systems. Too many forces fail adequately to identify trends in complaints, highlight management issues for discussion and provide sufficient training in the avoidance of complaints;
- there is wide variation between forces in the use of informal resolution as a means of dealing with complaints, with scope for greater use in many instances; and
- forces could provide improved feedback to the complainant on the course taken by the investigation – the best forces conduct surveys of complaints and use focus groups.

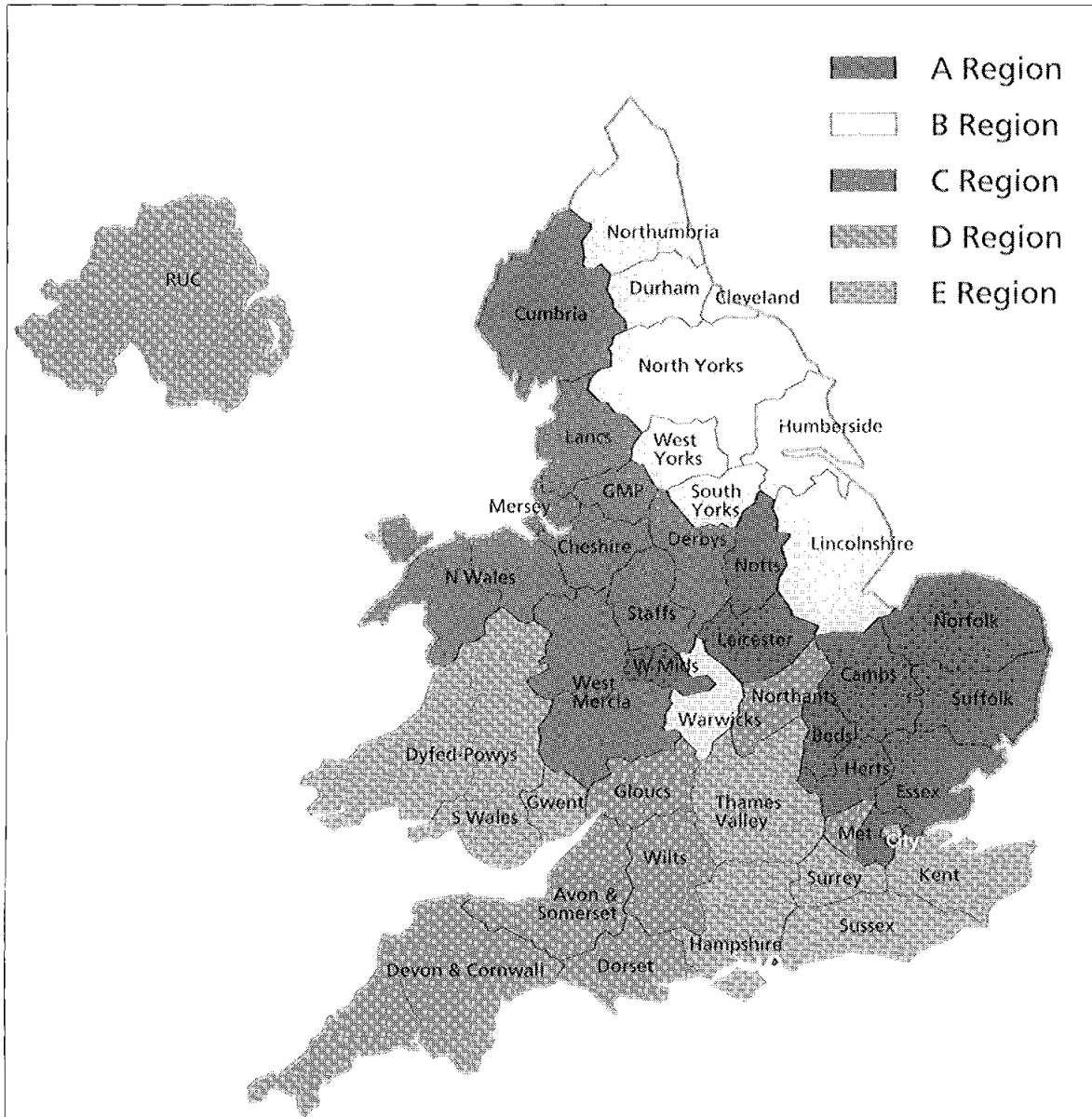
Of wider concern is the delay to complaints investigation that occurs in some forces, with scope to improve on the 120-day target time for the completion of investigations. HM Inspectors identified differences between force recording practices, with in some cases considerable delay between the date of receipt of the complaint and the date formally recorded. This creates difficulty in judging performance against the 120-day target. I therefore encourage forces to follow the practice of the best forces in recording the actual date of receipt.

HM Inspectors also identified potential for the role of complaints departments to be expanded to deal with organisational, quality of service and Charter-related issues – an area of likely expansion with the increased transparency of force performance. As the role of civilian staff expands and they come into increased contact with the public, it will be important to consider how greater emphasis might be placed on complaints made against civilian staff.

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Of considerable concern was the increasing number of civil claims made against forces – a reflection in part of an increasingly litigious society and the lower burden of proof required in the civil courts. Also of concern was an apparent willingness on the part of forces to settle such claims out of court. A recent review of forces revealed a dearth of information on the nature and extent of such claims. This underlines the need for a much more detailed knowledge of the complaints profile, with a clearly defined approach for handling such complaints.

INSPECTORATE REGIONS AND SENIOR INSPECTORATE PERSONNEL



**Inspectorate Regions in England and Wales**

Further details on the role of the Inspectorate can be obtained from:  
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 Telephone 0171-273 3246. Fax 0171-273 4031

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### **SIR TREFOR MORRIS CBE QPM CIMgt**

Sir Trefor Morris was appointed HM Chief Inspector of Constabulary in July 1993, having previously held an appointment as HM Inspector for three and a half years.

Sir Trefor began his career in the Manchester City Police (1955), spending much time in the criminal investigation department (particularly the fraud squad) and rising through the ranks to Chief Superintendent, before moving to become Assistant Chief Constable of Greater Manchester Police (1976). Appointments as Deputy Chief Constable (1979) and later Chief Constable of Hertfordshire Constabulary (1984) followed. He was Co-Director (1986-1989) of Extended Interviews for Graduate Entrants to the Police Service and the Accelerated Promotion Scheme. He is an FBI Graduate.

Sir Trefor serves on the Police Information Systems Board and has held a number of the ACPO offices, including Chairman of the South East Region, the Technical and Research Committee and the M25 Committee. He was also a member of the Traffic Committee. As HM Inspector, he took a particular interest in information technology, the development of quality of service programmes for the police and value for money, and has lectured widely on all those subjects.

**Sir Trefor Morris was appointed Knight Bachelor in January 1996, for services to the police.**

**On his retirement in August 1996, he was appointed as the first Chairman of the Police Information Technology Organisation.**

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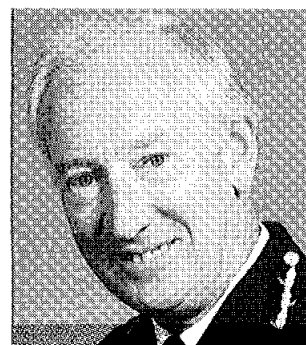
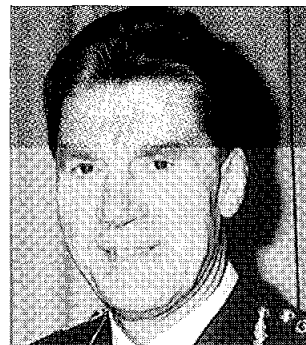
### **DAVID O'DOWD CBE QPM BA MSc CIMgt**

A former Chief Constable of Northamptonshire Constabulary, Mr O'Dowd was appointed HM Inspector of Constabulary in August 1993.

Mr O'Dowd began his career in the Leicester City Police (1961) and was primarily involved in criminal investigation, transferring on promotion to Superintendent in the West Midlands Police (1977) and subsequently as Assistant Chief Constable (Operations) with Northamptonshire Police (1982). He also served for two years with the Metropolitan Police as Deputy Assistant Commissioner before being appointed Chief Constable of Northamptonshire Police (1986).

Immediately prior to his current appointment Mr O'Dowd held the post of Director of the Police Extended Interview process

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(1992). During his career he has specialised in criminal investigation work, traffic policing, complaints and discipline, strategic planning and policy development and was an ACPO adviser to the Audit Commission. He has twice been seconded, as a member of the directing staff, to the Police Staff College at Bramshill; is an FBI Graduate; and has attended the Cabinet Office's Top Management Programme.

Mr O'Dowd is currently responsible for inspections in **A Region**, covering:

Bedfordshire	Leicestershire	Nottinghamshire
Cambridgeshire	Metropolitan (part)	Suffolk
Essex	Norfolk	West Midlands
Hertfordshire		

Mr O'Dowd is an invited member of the following ACPO committees: Finance; Quality of Service; Midlands Regional Users; and No. 4 Regional Users. Mr O'Dowd also attends the ACPO No. 3 and No. 4 Region conferences.

**Mr O'Dowd was appointed HM Chief Inspector of Constabulary with effect from 1 September 1996.**



#### **DAN CROMPTON CBE QPM**

Appointed HM Inspector of Constabulary in June 1995, Mr Crompton was formerly Chief Constable of Nottinghamshire Constabulary (1990).

Mr Crompton began his career in the Manchester City Police (1960) and his service to the rank of Superintendent was chiefly in CID. He later became Head of Force Administration, Uniformed Operations and Complaints and Discipline Department. In 1983 he was appointed Assistant Chief Constable of Greater Manchester Police, and in 1987 Deputy Chief Constable of Nottinghamshire Constabulary.

Prior to his Inspectorate appointment, he was Chairman of the ACPO Communications, and Community and Race Relations Standing Sub-Committees. He was also a member of the Technical and Research Committee. In 1994 he was appointed Adviser to the new Palestinian Police Force and was actively involved with Senior Officers of that Force in the West Bank and Gaza.

Mr Crompton is responsible for inspections in **B Region**, covering:

Cleveland	Lincolnshire	South Yorkshire
Durham	Northumbria	Warwickshire
Humberside	North Yorkshire	West Yorkshire

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Mr Crompton is a member of the Public Safety Radio Communications Project Steering Group and is an invited member of the ACPO Traffic Committee.

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**GEOFFREY DEAR QPM DL LLB**

Formerly Chief Constable of West Midlands Police, Mr Dear was appointed HM Inspector of Constabulary in April 1990.



Mr Dear began his career as a cadet in the Peterborough Police (1956), rising through the ranks to become Assistant Chief Constable (Operations) in Nottinghamshire Constabulary (1972). He was seconded from Nottinghamshire to the Police Staff College at Bramshill for two years as Director of Command Training (1975-77). He later became Deputy Assistant Commissioner (1980) and then Assistant Commissioner (1981) in the Metropolitan Police, before moving to West Midlands Police as Chief Constable in 1985.

Areas of interest and expertise Mr Dear has developed during his career include public order, counter-terrorism, police use of firearms, race relations and management and reorganisation of large forces, including the management of change.

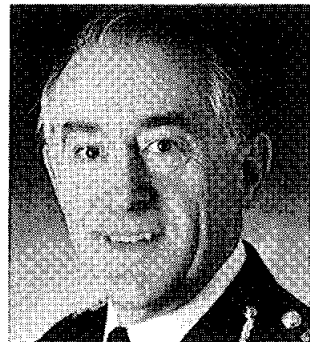
Mr Dear is responsible for inspections in **C Region**, covering:

Cheshire	Greater Manchester	North Wales
Cumbria	Lancashire	Staffordshire
Derbyshire	Merseyside	West Mercia

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**COLIN SMITH CVO CBE QPM BSoc Sc**

Mr Smith was appointed HM Inspector of Constabulary in January 1991.



Mr Smith's career began with the former East Sussex Constabulary (1962), rising through the ranks to Chief Superintendent where he was ultimately responsible for the policing of Gatwick Airport. He subsequently became Assistant Chief Constable (Management Services), and later Operations, at Thames Valley Police (1977) before being appointed as the youngest Deputy Assistant Commissioner in the Metropolitan Police with responsibility for Training. He was the first head of the Royalty and Diplomatic Protection Department (1982). Following a period in command of the western quarter of London, he was appointed Chief Constable of Thames Valley Police in 1985.

As Chief Constable, Mr Smith was an active ACPO member, chairing several committees including South East Region, the General Purposes and the Negotiating Committees. He has

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attended the Royal College of Defence Studies in London, and is the author of a number of professional papers on police subjects.

Mr Smith is responsible for inspections in **D Region**, covering:

Avon and Somerset	Gloucestershire	RUC
Devon and Cornwall	Metropolitan (part)	Wiltshire
Dorset	Northamptonshire	

Mr Smith is an invited member of the ACPO Terrorism and Allied Matters Committee and the General Purposes Committee.



### **PETER WINSHIP QPM MA (Oxon)**

Mr Winship was appointed as HM Inspector of Constabulary in January 1995.

Mr Winship began his career as a cadet in the Oxfordshire Constabulary (1962) rising through the ranks to Superintendent in Thames Valley Police prior to transferring to the Metropolitan Police as Chief Superintendent in 1982. Two years later he returned to Thames Valley in charge, successively, of Support and Operations. In 1987 he was appointed Deputy Assistant Commissioner in the Metropolitan Police Service, initially responsible for corporate planning and policy before commanding north and east London. In 1989 he was appointed an Assistant Commissioner remaining with the force and acting as discipline authority for five years. During this time he also led the team responsible for the PLUS programme and, latterly, the development of the MPS Charter.

Mr Winship has long had an interest in the police use of technology and was Chairman of the ACPO Technical and Research Committee prior to joining the Inspectorate. He was also Director of Police Extended Interviews. In addition to attending the Police Staff College he is a graduate of the FBI Academy and has also attended the Cabinet Office Top Management Programme.

Mr Winship is responsible for inspections in **E Region**, covering:

City of London	Hampshire	Surrey
Dyfed-Powys	Kent	Sussex
Gwent	South Wales	Thames Valley

Mr Winship is an invited member of the ACPO Technical and Research Committee and is a member of the Police Information Technology Organisation Council.

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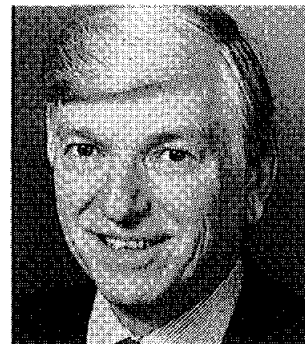
**PETER HOBBS MA (Oxon) CIPM FInstD FRSA**

Mr Hobbs is one of two non-police HM Inspectors of Constabulary and was appointed in September 1993.

Prior to his appointment Mr Hobbs was Group Personnel Director at Wellcome PLC with wide-ranging responsibilities, having previously worked in a number of businesses within ICI. He has maintained a particular interest in education and training, community partnerships and organisations and personnel-related matters.

Mr Hobbs has twice been International Vice President of the Institute of Personnel Management and was the founder Chairman of the Employers' Forum on Disability in conjunction with the Prince of Wales' Advisory Group on Disability. He was also Chairman of the Learning Experience Trust and Vice Chairman of the Roffey Park Institute. Mr Hobbs has been closely involved over many years with personnel, education and training initiatives with the Chemical Industries Association, the CBI and Business in the Community. He is a member of the Personnel Standards Lead Body. He is a member of BTEC Council.

Mr Hobbs is involved in all aspects of the work of HM Inspectorate of Constabulary, including force inspections with a particular emphasis on equal opportunities, the Special Constabulary and the work of the Prince of Wales Volunteers with police forces. Mr Hobbs is an invited member of the ACPO Personnel and Training Committee, sits on the Forensic Science Service Advisory Council and is an invited member of the Home Office Working Group on the Special Constabulary.

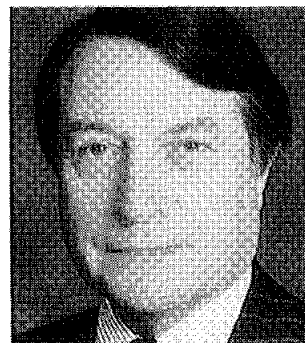


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**ANTHONY WILLIAMS MA PhD**

Dr Williams was appointed as a non-police Inspector of Constabulary in December 1993.

Before joining the Inspectorate he was a Partner of Hay Management Consultants and a director in their London office, having worked for a number of years in London and New York with a wide range of public and private sector clients. His career has also included the positions of Director of Personnel at the World Bank in Washington DC and an appointment as Head of Personnel at BOC Gases.



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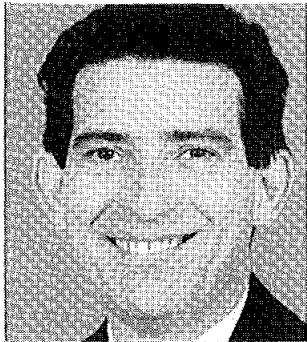
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Dr Williams qualified as an occupational psychologist and has previous experience of the Civil Service Selection Board, where he worked on selection procedures and appraisal for the Police and Fire Services as well as the Civil Service.

Areas of particular interest to Dr Williams are pay issues, the role and impact of senior management, the similarity and difference between private and public sector management cultures, and organisational structure and effectiveness.

Dr Williams is involved in all aspects of the work of HM Inspectorate of Constabulary, including force inspections.

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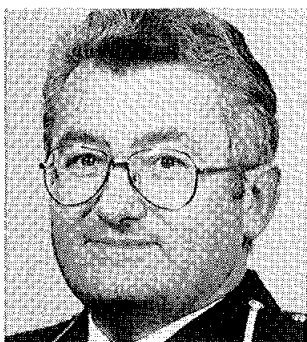
**JOHN ABBOTT QPM BA**

Mr Abbott was appointed as Assistant Inspector of Constabulary in September 1994. His specialist areas of responsibility include all aspects of crime, terrorism, operational policing, public order and operational support units.

Mr Abbott joined the Sussex Police (1968) and gained experience in a variety of uniform, crime and other specialist units including Special Branch, Tactical Firearms and Operational Planning. In 1986 he was seconded for two years to the Royal Hong Kong Police as a Divisional Commander at Shek Kip Mei and Kai Tak Airport. He later joined the staff of the Police Staff College at Bramshill as Assistant Director of the Senior Command Course.

Prior to his current appointment Mr Abbott was an Assistant Chief Constable in Sussex Police (1991), initially with responsibility for personnel services and latterly for uniformed operations which included divisional and traffic policing, operational support, control rooms and major operations. He assisted in the development of the strategic planning process and gained significant experience as the Commander of Public Order and High Security Operations including the policing arrangements for the Conservative Party Conference and the Tour de France cycle race. He has also been closely involved with major incident contingency planning, vehicle tracking and the policing of airports.

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**PETER HERMITAGE QPM MRSH**

Mr Hermitage was appointed as Assistant Inspector of Constabulary in October 1994. His specialist areas of activity include personnel, training, equal opportunities, career development, conditions of service, complaints and discipline, community and race relations, and quality of service.

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He began his career in the Kent County Constabulary in 1968 and progressed in that Force to the rank of Assistant Chief Constable.

He filled a wide range of operational command roles within Kent, as well as periods of work in the fields of Complaints and Discipline, and Personnel and Training. He was seconded to the Police Staff College in 1986–87 as the Director of Junior Command Course.

When appointed as an ACC he was firstly given the personnel portfolio and latterly the operation role of “territorial policing”.

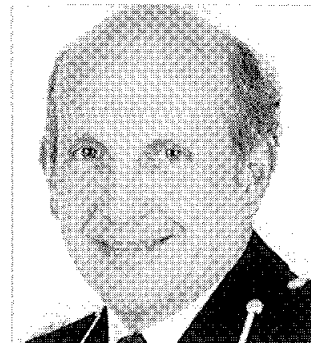
Mr Hermitage is a member of the joint working group on Organisational Health and Welfare and is a member of the following ACPO committees/sub-committees: Quality of Service; Personnel and Training; Complaints and Discipline; and Race and Community Relations. Mr Hermitage is a member of the Police Training Council (PTC) and sits on the PTC executive committee.

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### **RICHARD MONK QPM BA(Hons)**

Mr Monk was appointed as Assistant Inspector of Constabulary in October 1994. His specialist areas of responsibility include firearms, force structures, international affairs, information technology and traffic. He also oversees Inspectorate policy and central office functions.

He was previously Assistant Chief Constable (Crime) Devon and Cornwall Constabulary and a Commander in the Metropolitan Police.



He began his police career in London in 1963, holds qualifications from a strong operational background and was for a while Chief Superintendent, Brixton.

He is a graduate of the FBI Academy and immediate past president of the European Chapter of FBI National Academy Associates. He is also Police Adviser to the Administrators of the Sovereign Base Area, Cyprus.

Until taking up his appointment, he was Secretary to the ACPO group overseeing research in the Police Service. He also served for six years as a member of the Council of NACRO and the Funding Panel of the National Association of Victim Support Schemes. He is chairman of the Lucy Faithfull Foundation and a trustee of the Michael Sieff Foundation.

## APPENDIX TWO

### Summary of Data for the Home Secretary's Key Performance Indicators 1995/96

Forces	KPI 1			KPI 2			KPI 4		
	Viol crime detected/100 officers	% detected	Viol crime recorded per 1,000 pop.	Burg dwell detected/100 officers	% detected	Burg dwell recorded per 1,000 dwell's	Foot/car patrols sample size	% satisfied foot/car patrols	% uniformed ops PC time spent outside
Avon and Somerset	274	76	7.3	124	21	29	1,258	38	50
Bedfordshire	163	58	5.7	96	20	25	1,255	41	48
Cambridgeshire	234	76	5.5	120	23	23	900	33	
Cheshire	194	86	4.6	110	28	20			47
City of London	12	55	0.7	1	36	9			83
Cleveland	175	67	6.7	144	16	56	1,534	38	54
Cumbria	211	87	5.5	119	33	21			50
Derbyshire	206	74	5.1	91	20	21	625	48	
Devon and Cornwall	163	75	4.1	99	22	21	1,268	45	51
Dorset	181	83	4.1	154	30	23	1,827	44	46
Durham	149	82	4.2	106	22	28			76
Dyfed-Powys	217	96	4.7	71	51	7			52
Essex	151	74	3.9	87	32	14			53
Gloucestershire	177	73	4.7	142	22	31			43
Greater Manchester	129	52	6.6	104	14	49	2,297	44	56
Gwent	267	91	6.6	125	43	16			52
Hampshire	189	77	4.6	79	24	15	1,013	51	49
Hertfordshire	120	75	3.2	77	30	14	1,428	41	45
Humberside	241	66	8.4	106	13	46	543	41	41
Kent	272	80	6.4	133	25	25	1,147	37	63
Lancashire	117	72	3.6	221	38	34	956	43	54
Leicestershire	277	74	7.8	177	25	38	683	38	49
Lincolnshire	240	88	5.1	185	41	21			55
Merseyside	152	55	8.5	108	22	39	7,187	34	55
Metropolitan Police	137	47	10.3	92	24	32			58
Norfolk	142	79	3.3	104	29	16	684	60	56
North Wales	178	89	4.2	84	36	12	501	32	52
North Yorkshire	156	79	3.6	80	15	26	492	54	49
Northamptonshire	250	82	5.9	160	26	30	5,036	50	48
Northumbria	128	61	5.4	87	13	42			52
Nottinghamshire	359	75	10.7	194	23	46	13,047	44	
South Wales	199	76	5.9	163	33	28	4,300	27	59
South Yorkshire	142	64	5.2	191	26	45	1,000	20	
Staffordshire	300	84	7.5	172	31	30	438	51	48
Suffolk	194	84	4.0	67	27	11	528	41	47
Surrey	134	79	3.6	55	22	44	959	64	51
Sussex	168	75	4.4	100	24	19	986	44	51
Thames Valley	172	72	4.2	129	24	25	2,519	27	46
Warwickshire	133	75	3.5	110	28	19	228	46	49
West Mercia	142	75	3.4	110	33	15	986	88	49
West Midlands	109	44	6.8	226	34	46			54
West Yorkshire	175	66	6.5	195	18	66	650	41	51
Wiltshire	200	89	4.4	55	17	16	1,208	63	49
England and Wales	169	65	6.2	123	24	31		42	56

## Summary of Data for the Home Secretary's Key Performance Indicators 1995/96

Forces	KPI 5i			KPI 5ii							
	Total 999 calls	Local 999 target time (secs)	999 % answered in target	Incidents immediate response	Immed res within target	% incidents classed immed res	% incidents in target	Force target time (mins)	Urban target time (mins)	Rural target time (mins)	Other target time (mins)
Avon and Somerset	195,095	20	99	26,100	24,815	5	95		15	20	
Bedfordshire	31,466	15	86	15,804	11,361	10	72		10	20	
Cambridgeshire	73,923	12	80	35,789	25,606	15	72		10	18	
Cheshire	90,243	15	94	57,731	53,278	19	92	15			
City of London				7,912	6,852	30	87	4	4		
Cleveland	87,253	15	96	19,952	18,566	9	93		10	20	
Cumbria	37,047	10	99	26,513	24,648	12	93		10	20	
Derbyshire	94,632	15	88	54,952	47,179	17	86		10	20	15
Devon and Cornwall	148,381	10	84	129,901	107,694	28	83		15	20	
Dorset	71,700	10	82	41,064	30,077	23	73		10	20	
Durham	31,424	10	98	16,104	14,944	7	93	10			
Dyfed-Powys	25,208	10	96	12,682	12,308	6	97	20		20	
Essex	121,934	10	90	80,268	68,879	21	86		12	16	
Gloucestershire	46,678	15	86	33,081	28,823	20	87		10	20	
Greater Manchester	500,820	15	94	174,549	146,251	15	84	10			
Gwent	36,088	6	99	36,905	33,582	21	91	20		20	
Hampshire	191,090	10	86	209,959	181,384	40	86	15			
Hertfordshire	87,256	20	92	11,146	9,749	4	87		15	20	
Humber-side	87,653	15	80	62,726	58,562	17	93	20			
Kent	161,149	10	89	52,972	49,613	11	94		10	20	20
Lancashire	156,349	10	93	122,129	114,255	18	94	15			
Leicestershire	129,686	15	69	110,423	72,879	36	66	15	15	15	15
Lincolnshire	46,556	10	95	48,935	41,099	36	84		10	20	
Merseyside	251,985	6	57	52,973	29,628	10	56	10	10		
Metropolitan Police	1,681,620	15	89	444,607	399,827	13	90	12	12		
Norfolk	56,261	10	86	54,434	41,816	26	77		10	15	
North Wales	42,864	10	84	37,777	34,414	17	91	20		20	
North Yorkshire	60,561	5	78	4,544	4,373	2	96		15	20	
Northamptonshire	55,994	10	95	33,293	29,335	18	88		10	18	
Northumbria	222,835	15	94	91,877	80,261	13	87		10	20	
Nottinghamshire	129,831	20	92	95,437	81,815	24	86		10	15	
South Wales	179,586	10	80	84,601	75,312	15	89	15			
South Yorkshire	153,276	20	80	41,981	31,906	14	76	10			
Staffordshire	74,900	15	93	21,838	19,811	6	91		10	20	
Suffolk	56,112	10	89	23,228	19,390	14	83		10	18	
Surrey	74,763	15	87	15,574	14,366	8	92		10	20	20
Sussex	151,652	10	91	53,864	48,809	10	91		10	20	
Thames Valley	221,119	10	88	76,857	71,472	12	93	20			
Warwickshire	54,921	15	90	15,114	12,469	12	82		10	20	
West Mercia	99,012	10	89	73,506	60,996	20	83		10	20	
West Midlands	455,056	15	95	161,023	125,897	18	78	10			
West Yorkshire	348,120	15	78	91,157	85,600	11	94	15			
Wiltshire	56,064	15	93	31,884	27,317	18	86		10	20	
England and Wales	6,881,163	13	88	2,893,166	2,477,218	15	86				

## Summary of Data for the Home Secretary's Key Performance Indicators 1995/96

Forces	Urban incidents immediate response	Rural incidents immediate response	Other incidents immediate response	% urban immed resp incidents in target	% rural immed resp incidents in target	% other immed resp incidents in target
Avon and Somerset	19,830	6,270		95	97	
Bedfordshire	10,867	4,937		70	76	
Cambridgeshire	25,568	10,221		72	71	
Cheshire						
City of London	7,912			87		
Cleveland	18,875	1,077		93	97	
Cumbria	15,959	10,554		94	92	
Derbyshire	41,114	7,441	3,397	85	88	90
Devon and Cornwall	58,804	71,097		82	84	
Dorset	36,753	4,311		73	78	
Durham						
Dyfed-Powys		12,682			97	
Essex	61,989	18,279		86	85	
Gloucestershire	17,884	15,197		85	89	
Greater Manchester						
Gwent		36,905			91	
Hampshire						
Hertfordshire	8,071	3,075		89	88	
Humberside						
Kent	37,397	10,122	5,453	93	97	90
Lancashire						
Leicestershire	74,225	18,750	17,418	67	59	70
Lincolnshire	31,607	17,528		84	84	
Merseyside	52,973			56		
Metropolitan Police	444,607			90		
Norfolk	28,782	25,652		75	79	
North Wales		37,777			91	
North Yorkshire	3,375	1,169		97	94	
Northamptonshire	24,484	8,869		87	91	
Northumbria	88,110	3,767		87	95	
Nottinghamshire	55,468	39,969		85	87	
South Wales						
South Yorkshire						
Staffordshire	17,621	4,217		91	90	
Suffolk	9,418	13,810		80	86	
Surrey	7,444	6,099	2,031	89	97	90
Sussex	26,828	27,036		86	95	
Thames Valley						
Warwickshire	8,284	6,830		83	82	
West Mercia	51,268	22,238		81	87	
West Midlands						
West Yorkshire						
Wiltshire	16,448	15,436		79	92	
England and Wales	1,304,965	461,055	28,329	84	87	78



## Strength of Police Forces in England and Wales at 31 March 1996

POLICE FORCES	REGULAR POLICE						
	MALE			FEMALE			TOTAL STRENGTH
	In force	Seconded out	Total	In force	Seconded out	Total	
Avon and Somerset	2,613.0	48	2,661.0	368.0	9	377.0	3,038.0
Bedfordshire	940.0	23	963.0	186.0	2	188.0	1,151.0
Cambridgeshire	1,089.0	23	1,112.0	149.1	2	151.1	1,263.1
Cheshire	1,718.0	34	1,752.0	279.9	2	281.9	2,033.9
Cleveland	1,227.5	15	1,242.5	192.8	1	193.8	1,436.3
Cumbria	962.0	20	982.0	153.0	2	155.0	1,137.0
Derbyshire	1,544.0	30	1,574.0	220.1	2	222.1	1,796.1
Devon and Cornwall	2,506.0	32	2,538.0	392.9	5	397.9	2,935.9
Dorset	1,097.0	18	1,115.0	166.0	4	170.0	1,285.0
Durham	1,210.0	27	1,237.0	191.0	3	194.0	1,431.0
Dyfed-Powys	865.0	8	873.0	126.0	2	128.0	1,001.0
Essex	2,455.2	32	2,487.2	429.1	4	433.1	2,920.3
Gloucestershire	988.0	14	1,002.0	144.7	2	146.7	1,148.7
Greater Manchester	5,839.4	101	5,940.4	1,098.6	12	1,110.6	7,051.0
Gwent	898.0	22	920.0	145.5	3	148.5	1,068.5
Hampshire	2,862.0	47	2,909.0	485.1	4	489.1	3,398.1
Hertfordshire	1,419.0	28	1,447.0	293.0	6	299.0	1,746.0
Humberside	1,765.0	29	1,794.0	276.0	0	276.0	2,070.0
Kent	2,644.0	43	2,687.0	476.1	4	480.1	3,167.1
Lancashire	2,689.0	54	2,743.0	485.1	5	490.1	3,233.1
Leicestershire	1,607.0	28	1,635.0	301.5	5	306.5	1,941.5
Lincolnshire	1,009.0	17	1,026.0	135.6	2	137.6	1,163.6
Merseyside	3,718.0	78	3,796.0	689.0	16	705.0	4,501.0
Norfolk	1,236.0	20	1,256.0	165.0	2	167.0	1,423.0
Northamptonshire	989.0	19	1,008.0	163.5	1	164.5	1,172.5
Northumbria	3,177.5	47	3,224.5	490.8	8	498.8	3,723.3
North Wales	1,191.0	21	1,212.0	186.5	2	188.5	1,400.5
North Yorkshire	1,165.0	24	1,189.0	159.4	2	161.4	1,350.4
Nottinghamshire	2,008.9	29	2,037.9	309.8	6	315.8	2,353.7
South Wales	2,714.0	52	2,766.0	313.0	4	317.0	3,083.0
South Yorkshire	2,631.6	38	2,669.6	446.6	5	451.6	3,121.2
Staffordshire	1,846.0	30	1,876.0	362.8	5	367.8	2,243.8
Suffolk	982.0	18	1,000.0	155.8	0	155.8	1,155.8
Surrey	1,404.8	18	1,422.8	239.1	3	242.1	1,664.8
Sussex	2,647.0	58	2,705.0	426.5	2	428.5	3,133.5
Thames Valley	3,115.0	54	3,169.0	559.0	5	564.0	3,733.0
Warwickshire	837.0	16	853.0	142.0	1	143.0	996.0
West Mercia	1,734.3	27	1,758.3	285.5	2	287.5	2,045.8
West Midlands	5,819.0	96	5,915.0	1,326.1	14	1,340.1	7,255.1
West Yorkshire	4,397.5	58	4,455.5	744.5	7	751.5	5,207.0
Wiltshire	1,065.0	17	1,082.0	153.5	2	155.5	1,237.5
<b>Total</b>	<b>82,622.6</b>	<b>1,413</b>	<b>84,035.6</b>	<b>14,013.3</b>	<b>168</b>	<b>14,181.3</b>	<b>98,216.9</b>
City of London	750.0	26	776.0	119.2	1	120.2	896.2
Metropolitan	23,410.7	420	23,830.7	3,878.7	29	3,907.7	27,738.4
<b>Grand total</b>	<b>106,783.3</b>	<b>1,859</b>	<b>108,642.3</b>	<b>18,011.2</b>	<b>198</b>	<b>18,209.2</b>	<b>126,851.5</b>

## Strength of Police Forces in England and Wales at 31 March 1996 (cont.)

POLICE FORCES	SPECIAL CONSTABLES AND CIVILIAN STAFF STRENGTHS								Force area (hectares)		Population of force area (a)	
	Special Constables		Civilians FTE		Cadets		Traffic Wardens		Area (1,000s)	Per Officer	Population (1,000s) at 30 June 1994	Population per Officer
	Male	Female	Male	Female	Male	Female	Male	Female				
Avon and Somerset	426	262	556.0	657.2	0	0	74.6	39.1	480	161	1,156	488
Bedfordshire	103	86	168.2	304.7	33	29	3	30	123	110	543	482
Cambridgeshire	177	98	204.3	325.4	0	0	22	21	341	275	688	556
Cheshire	184	90	187.2	444.9	0	0	15	20	233	117	976	488
Cleveland	132	63	161.0	392.3	19	15	9	15	58	41	560	394
Cumbria	140	61	131.4	276.4	0	0	12	8	682	612	490	440
Derbyshire	282	131	197.0	457.9	0	0	32	19	263	149	954	511
Devon and Cornwall	688	414	532.8	588.1	0	0	96.7	27.7	1,028	354	1,530	528
Dorset	163	91	244.3	372.2	0	0	33	24	265	210	672	532
Durham	114	73	221.5	305.0	7	9	9	11	244	174	608	434
Dyfed-Powys	200	114	106.5	203.0	0	0	14	6	1,085	1,094	473	477
Essex	403	205	356.4	773.2	0	0	64.5	73	339	125	1,497	519
Gloucestershire	217	116	151.4	250.3	0	0	13	21	265	234	550	485
Greater Manchester	422	324	950.3	1,650.7	0	0	101	94.5	129	19	2,578	372
Gwent	94	42	117.5	260.0	0	0	16	13	138	132	452	433
Hampshire	369	170	479.9	843.1	0	0	53.5	26.9	416	124	1,730	517
Hertfordshire	210	105	247.0	506.6	0	0	14	53.5	149	87	853	498
Humberside	258	133	264.0	418.7	0	0	49	9.4	331	172	890	436
Kent	370	185	407.3	733.6	0	0	32	41	373	120	1,546	495
Lancashire	304	227	339.5	775.8	0	0	83	32	306	97	1,424	449
Leicestershire	249	111	232.0	435.0	0	0	36	36	255	134	917	480
Lincolnshire	210	89	202.3	243.8	37	32	15	9	591	517	606	529
Merseyside	205	138	561.6	984.8	0	0	67.5	68	65	15	1,434	325
Norfolk	210	109	208.5	323.7	0	0	33	10	537	383	769	519
Northamptonshire	190	99	178.0	333.0	0	0	15.5	11.5	237	205	595	516
Northumbria	310	161	496.8	902.5	0	0	93	24	557	152	1,442	393
North Wales	205	127	166.5	346.5	0	0	16	4	630	457	658	478
North Yorkshire	201	159	196.6	323.5	0	0	14.9	8.8	831	627	727	549
Nottinghamshire	320	217	360.1	619.0	0	0	49	20	216	93	1,031	415
South Wales	326	155	336.7	850.3	0	0	76	34	225	74	1,330	440
South Yorkshire	278	103	367.5	900.5	0	0	53	26	136	51	1,305	424
Staffordshire	484	218	231.0	522.5	14	24	29	8	272	123	1,054	477
Suffolk	271	136	221.3	263.9	0	0	23	8	380	334	649	571
Surrey	150	110	302.2	451.8	17	15	13.3	25.1	147	90	774	471
Sussex	317	194	427.5	704.0	0	0	87	54	378	123	1,449	471
Thames Valley	493	251	594.1	1,143.9	0	0	49	76	575	156	2,017	549
Warwickshire	221	123	134.3	241.8	0	0	6	8	198	202	496	507
West Mercia	428	185	329.9	639.5	0	0	32	15	742	368	1,116	534
West Midlands	641	256	876.0	1,904.0	36	22	69	155	90	13	2,628	368
West Yorkshire	436	273	715.0	1,321.5	0	0	81	43	204	40	2,104	409
Wiltshire	156	77	166.4	286.2	0	0	14	7	348	286	588	482
<b>Total</b>	<b>11,557</b>	<b>6,261</b>	<b>13,396.3</b>	<b>24,209.7</b>	<b>163</b>	<b>146</b>	<b>1,618</b>	<b>1,235</b>	<b>14,920</b>	<b>152</b>	<b>44,160</b>	<b>457</b>
City of London	56	21	174.2	149.9	0	0	0	0	0	0	5	6
Metropolitan	1,188	653	6,672.7	7,638.6	0	0	578.6	971	201	6	7,455	273
<b>Grand total</b>	<b>12,801</b>	<b>6,935</b>	<b>20,178.1</b>	<b>32,069.6</b>	<b>163</b>	<b>146</b>	<b>2,197</b>	<b>2,206.8</b>	<b>15,121</b>	<b>119</b>	<b>51,621</b>	<b>414</b>

(a) Registrar General's mid-1994 estimates.



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