



Report of Her Majesty's Chief Inspector of Constabulary

1999/2000

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Report of Her Majesty's Chief Inspector of Constabulary

For the year 1999-2000

**Home Office
Queen Anne's Gate
London SW1H 9AT**

The Rt Hon Jack Straw
Secretary of State for the Home Department

**I present my report upon the police forces of England and Wales
for the period 1 April 1999 - 31 March 2000**

Sir David J O'Dowd
CBE QPM

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Chapter One

Introduction

The Work of the Inspectorate

HMIC is responsible for examining the efficiency and effectiveness of the police service in England and Wales to ensure it is contributing to the ministerial objectives for policing. It is an independent inspectorate, located outside the tripartite structure (of the Home Secretary, police authorities and forces). However, it works closely with all three parties. The role of HMIC is defined in the Police Acts (1994 and 1996), which allow it to report to the Home Secretary on the efficiency and effectiveness of the 43 police forces in England and Wales, and the Local Government Act 1999, which relates to Best Value and has widened the powers of HMIC to include the inspection of police authorities.

In addition HMIC contributes to policing by:

- providing professional advice to the Home Secretary, Ministers, police authorities and their Association and individual forces;
- promoting good practice; and
- advising on the appointment of officers to chief officer rank.

HM Chief Inspector of Constabulary (HMCIC) is complemented by four HM Inspectors based in regional offices in Wakefield, Bristol, Woking and Cambridge and one from a non-police background, to focus specifically on police training, who joined HMIC in August 2000. Details of the regional HM Inspectors and a map showing the regions they cover are given in appendix i.

HM Inspectors conduct formal inspections of forces in their regions and produce public reports. They visit forces for other reasons, including to further the professional relationship with Chief Constables and police authorities. Inspectors also inspect various forces, outside England and Wales, including Northern Ireland.

HMCIC co-ordinates the work of HM Inspectors and advises the Home Secretary on professional policing matters. He is supported by police officers seconded from forces and civil servants based in the Home Office. In addition, there are seven Assistant Inspectors, including five from a non-police background who add an external perspective to inspections, two focus specifically on race and diversity issues.

Besides inspections of forces, thematic inspections are also carried out. These focus on key aspects of policing important to the government's aims and objectives and those identified by police forces and other key stakeholders as in need of improvement. Thematics are an effective way of identifying and spreading good practice.

The selection and promotion of chief officers and their discipline arrangements are further areas where HMIC can, and does, assist the tripartite system to work effectively. It provides objective and impartial advice on all senior appointments and, through its contact with forces, encourages the development of talent within the police service.

The Inspection Process

The year under review was the last year in which HMIC carried out a programme of performance review inspections. Essentially, these inspections involved HMIC inspecting every force, over an 18-month period, and producing a comprehensive report which covered all key aspects of performance. In April 2000 HMIC introduced a new risk-based model of inspection, aimed at reducing the burden on forces and focusing inspection so that we are able to look in more detail at areas of good and poorer performance. From next year HMIC will be working closely with the Audit Commission and will be responsible for inspecting the Best Value Reviews carried out by each police authority. The risk assessment process will sit alongside our Best Value work. An introduction to the new risk assessment model and our role in Best Value is given in Chapter 6, the forward look.

Funding

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

Figure 1 HMIC Running Costs Expenditure 1999/2000

In 1999/2000 HMIC received a running cost allocation of £5.49m. Figure 1 shows how this allocation was used. The largest elements of expenditure are staff salaries. The separate funding allocation to cover capital expenditure and income was higher than in previous years in order to meet costs of £242k on a performance information database (Matrix 3). This is being introduced to replace a legacy system and enhance data analysis of police force performance in support of inspections, including the supply of information to policy makers within the Home Office. Further expenditure will be incurred in 2000/01 to upgrade the database to allow data at BCU level to be recorded.

Police authorities and police forces in England and Wales are not charged for any inspections: the reports of inspections of individual forces and thematic inspection reports are also issued without charge. Reports are also made available on the HMIC website, www.homeoffice.gov.uk/hmic/annual.html.

The cost of undertaking all inspections is funded from the annual running cost allocation of funds. Unlike some of our partner organisations any external income generated through inspecting non-Home Office forces such as British Transport Police and Isle of Man Constabulary cannot be used to increase the running costs provision. Benchmarking exercises with other inspectorates have demonstrated that HMIC provides a most cost-effective service. The cost of the Inspectorate represents only 0.08% of the total funding made available to the Police Service in England and Wales in 1999/2000.

Within a climate of continuing financial restraint HMIC has needed to demonstrate the ability to respond to ministerial priorities and take on additional work, sometimes at short notice. During the reporting year HMIC was required to examine how murder investigations and reviews were being conducted, and progress on community and race relations, in the Metropolitan Police Service (MPS); and, additionally, a review, together with ACPO, to ensure organisational and technological preparedness of all forces for the millennium. Despite these unexpected demands careful resource management and the implementation of efficiency measures enabled full year costs to show a real terms decrease of 0.4% over the previous year. There is clearly a limit to the amount of new work which can be undertaken within existing resources and the forthcoming year will require increased staffing levels to enable the proposed inspection of forces at BCU level and of their Best Value reviews. I am pleased to report that additional funding for 2000/01 is being considered for this purpose.

Joined-Up Inspection

Home Office ministers are committed to the idea of working in partnership with other agencies to reduce crime. This commitment is supported by the police service, which has been working with others to combat crime for many years. The Crime and Disorder Act 1998, with the creation of statutory partnerships throughout England and Wales, has reinforced the need for multi-agency approaches.

HMIC recognises the need to work closely with other agencies in order to obtain the best results. This year one of its largest thematic inspections, *Calling Time on Crime* - a study of crime and disorder, was carried out in collaboration with the Audit Commission, the Local Government Association, the Office for Standards in Education and the Social Services Inspectorate.

During this inspection and throughout the year, HMIC has continued to work closely with the Audit Commission, including the District Auditors. The two organisations have worked together to ensure a smooth transition to Best Value and to make sure the respective roles of both organisations were clearly defined. Further information on Best Value, including a summary of the roles of HMIC and the Audit Commission, is given in chapter 6.

HMIC also works with Criminal Justice inspectorates and other partners in the crime and disorder area. A report on common data needs entitled *Casework Information Needs within the Criminal Justice Area* was published in April 2000 as a result of joint work by HM Inspectorate of Prisons, HM Inspectorate of Probation, the Social Services Inspectorate, the Crown Prosecution Inspectorate, the Magistrates' Courts Inspectorate and HMIC. During the early part of the year, HMIC was also involved in discussions with the above inspectorates to draw up protocols and a methodology for a rolling programme of joint inspections of the Youth Justice Teams across England and Wales. A further joint thematic inspection with the Crown Prosecution Inspectorate and the Magistrates Courts Inspectorate took place, at the request of the Youth Justice Board, to examine ongoing work to reduce delays in the youth justice system, particularly in respect of persistent young offenders. A

report of this inspection is due to be published in January 2001.

More such joint inspections and reports are being planned and next year we will be working with the Youth Justice Board and Youth Offending Teams to examine the issue of final warnings.

HMIC will continue to work closely with its partners and key stakeholders to ensure that it produces the best professional results and gives timely, accurate and comprehensive advice.

This Report

This report looks back over the past year to provide an overview of police performance and to indicate a direction for the future. It is supported by the inspection reports on individual forces and the HMIC strategy, all of which can be found on the HMIC website, www.homeoffice.gov.uk/hmic/annual.html. HMIC faces many changes in the coming year, the introduction of a new risk-based inspection model, Best Value and the proposed inspections of BCUs to name but some of the challenges. We are looking forward to these changes and feel that they will help us to provide a more effective and focused service than ever before.

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Chapter Six

Forward Look

HMIC continues to face new challenges, for example as a result of Best Value legislation and an increased focus on BCUs. In order to meet these challenges we will be changing the way that we work so that we can continue to provide the best possible service.

In a year's time HMIC will look quite different. However, we believe that it will become more accessible to its customers and focused on particular areas of good and poor performance.

The purpose of this chapter is to give a brief outline of the main changes which are taking place in HMIC.

New Regional Structure

We have recently taken the opportunity to review our regional structure and align our boundaries with those of the Government Regional Offices responsible for crime reduction and ACPO. This will improve communication and ensure that the regional offices and ACPO have one main point of contact in HMIC. The review has enabled us to reduce the number of regions in HMIC from five to four. A map showing the new regional structure, and the HM Inspector responsible for each region, is attached at appendix i.

Best Value

The introduction of Best Value, under the Local Government Act 1999, has widened the powers of HMIC to include the inspection of police authorities.

As a requirement of Best Value, police authorities must review the whole of their business over a five-year period. Each year they will produce a Best Value Performance Plan showing performance against local and national performance indicators. The Best Value Plans will include Best Value Reviews of the functional areas which the force is looking at that particular year.

HMIC is the 'Best Value Inspectorate for Policing' and, as such, has a legal duty to inspect each Best Value Review. This is new business for us and will represent a significant increase in our workload. Best Value Inspections will be undertaken alongside our normal programme of inspections.

Risk Assessment

Next year we will be introducing a new model of inspection which focuses inspection attention to where it is really necessary. The model is a structured methodology to analyse, assess and score forces' performance against a number of protocols (statements of good practice in operational and organisational activities).

The model will give a comprehensive analysis of performance which will allow us to judge the level of inspection needed. Poorer performing forces will receive a more rigorous inspection than high performers and some forces may not receive a visit at all. The model will highlight particular aspects of good and poor performance and HMIC will visit some forces to look specifically at these areas. Inspections under the new methodology will take place between September 2000 and April 2001.

This is a very different approach. Up until now inspection has tended to cover all areas of policing activity, delivering a stock service regardless of performance. This new way of working will allow us to reduce the burden on forces, target our activity more effectively and optimise our resources.

Basic Command Unit Inspections

One of the most significant developments for HMIC is the Home Secretary's proposal to extend our remit to inspect, not only forces and police authorities, but BCUs with effect from April 2001.

Policing is essentially a local service, and BCUs are the main level of engagement with local communities. However, performance between apparently similar BCUs varies to a degree that is at times remarkable. This fact, together with the focus on crime reduction and the effectiveness of statutory partnerships, provides an inexorable logic to the scrutiny of performance at BCU level.

As well as assuring quality and integrity, the inspections will search out good practice and help spread this across the country. In recognition of the potential benefits of BCU inspection, ACPO, the Association of Police Authorities and the other police staff associations, have signalled their willingness to co-operate with the programme and a substantial inspectorial role will be played by currently serving BCU commanders seconded to HMIC for short attachments.

Lay Inspectors

One of the recommendations in the Stephen Lawrence Inquiry Report was to increase the lay (non-police) element in HMIC. We are therefore introducing two lay Assistant Inspectors to focus primarily on race and diversity. These inspectors will be involved in thematic inspections and will work with the other inspection teams to make sure that race and diversity is thoroughly considered during our risk assessment and Best Value inspections.

The two new race and diversity inspectors are Maqsood Ahmad and Mike Franklin. Maqsood is the former Director of Kirklees Racial Equality Council where he had responsibility for working towards the elimination of racial discrimination and promoting equal opportunities in the public, private and voluntary sectors. In addition, he is a member of the Home Office Lawrence Steering Group, which is responsible for ensuring that the recommendations in the Stephen Lawrence Inquiry are implemented.

Mike Franklin has worked previously with HMIC, as an advisor for the thematic inspection *Winning the Race* which considered race and diversity within the police service. Prior to joining HMIC he was the Chair of the Community-Police Consultative Group for Lambeth and the Vice Chair of the Lay Advisory Group to the Metropolitan Police Service and Violent Crime Task Force. We are pleased to have our two new colleagues in the team.

To add to our existing generalist lay element (two Assistant Inspectors from a non-police background), we have also been able to attract Kate Flannery on secondment from the Audit Commission. She is an Associate Director with the Audit Commission and has led on many of its police related reports over the last ten years. She has been very involved in Best Value and in the Audit Commission study of BCUs and will undoubtedly prove to be a most valuable addition to HMIC.

Inspection of Training

The need for a separate inspection team to focus on police training was highlighted in the Home Affairs Committee Inquiry into Police Training and Recruitment in June 1999 and in the HMIC thematic, *Managing Learning*, in April 1999. It figured as a key element in the Government's consultation document on police training published in November 1999, and figures prominently at paragraph 18 of *Police Training: The Way Forward*, published in May 2000.

An inspection team will be established in HMIC, based in Woking, and to lead this team we have recruited a non-police HM Inspector of Police Training. The HM Inspector selected is Robin Field-Smith. He is a former Army Officer, who has spent his career specialising in training and education. He was part of the team responsible for reviewing training across the whole of the Ministry of Defence and he developed the Army's strategy for Investors in People. He will be looking to strengthen links between the Police Service and relevant external agencies in the field of lifelong learning.

Together with his team, he will be responsible not only for inspecting police training establishments but also for commenting on training within police forces, and advising on best practice, Best Value and the proper grasp of all aspects of the training cycle from identification of needs through to evaluation of output.

A particular focus will be NPT, which has not historically been subject to regular reviews by HMIC. It will be important for the Director of NPT to have a relationship with the Inspector of Police Training similar to that of a Chief Constable with a regional HM Inspector. NPT is not currently mandated to undergo the Best Value process, but is introducing it voluntarily this year and has invited HMIC to inspect the reviews conducted.

Robin Field-Smith will have a key role also in advising and supporting the tripartite structure as it implements the Government's proposals for police training contained in *The Way Forward* published in May 2000. Major features are a new status for NPT, the setting up of a police national training organisation (NTO), a core curriculum, mandatory qualifications, and collaboration through Best Value.



Robin Field-Smith

Thematics

We will continue to focus our main thematic inspections on the Ministerial Priorities for Policing. In 2000/2001 our largest thematic, *Winning the Race III*, will focus on race and diversity. This thematic will assess how forces are progressing against the recommendations in the Stephen Lawrence Inquiry Report, and the two previous *Winning the Race* thematics. The inspection will report in January 2001.

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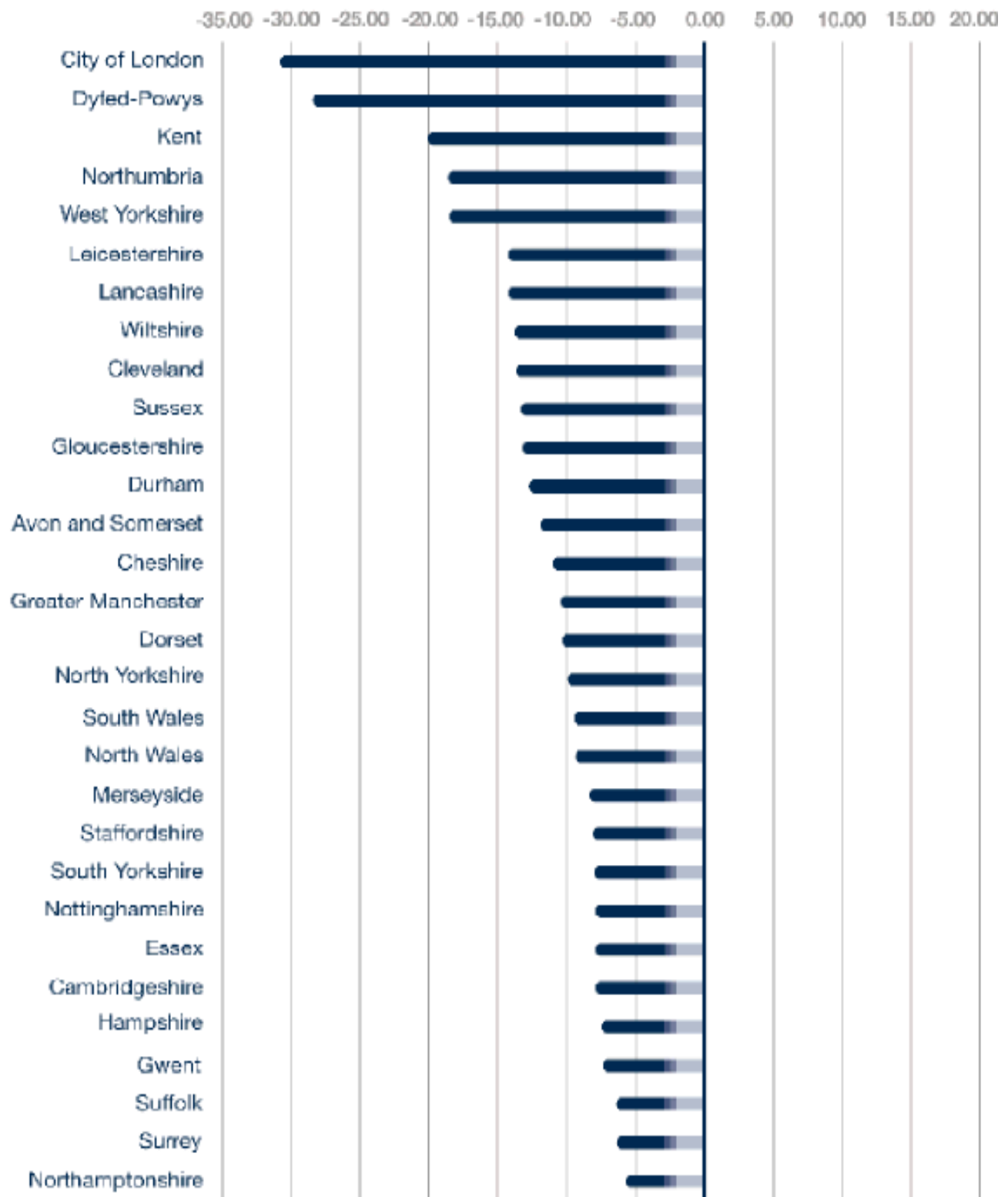
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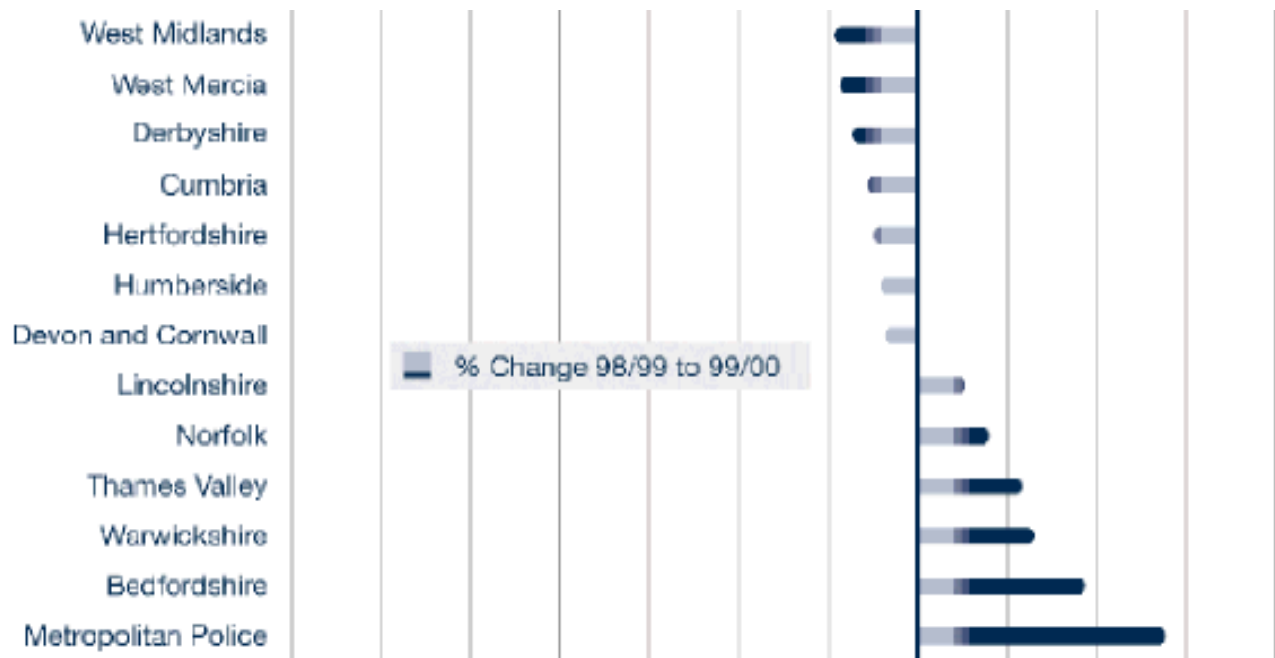
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Figure 9

Percentage change in dwelling burglary per 1000 households 1998/99 to 1999/2000





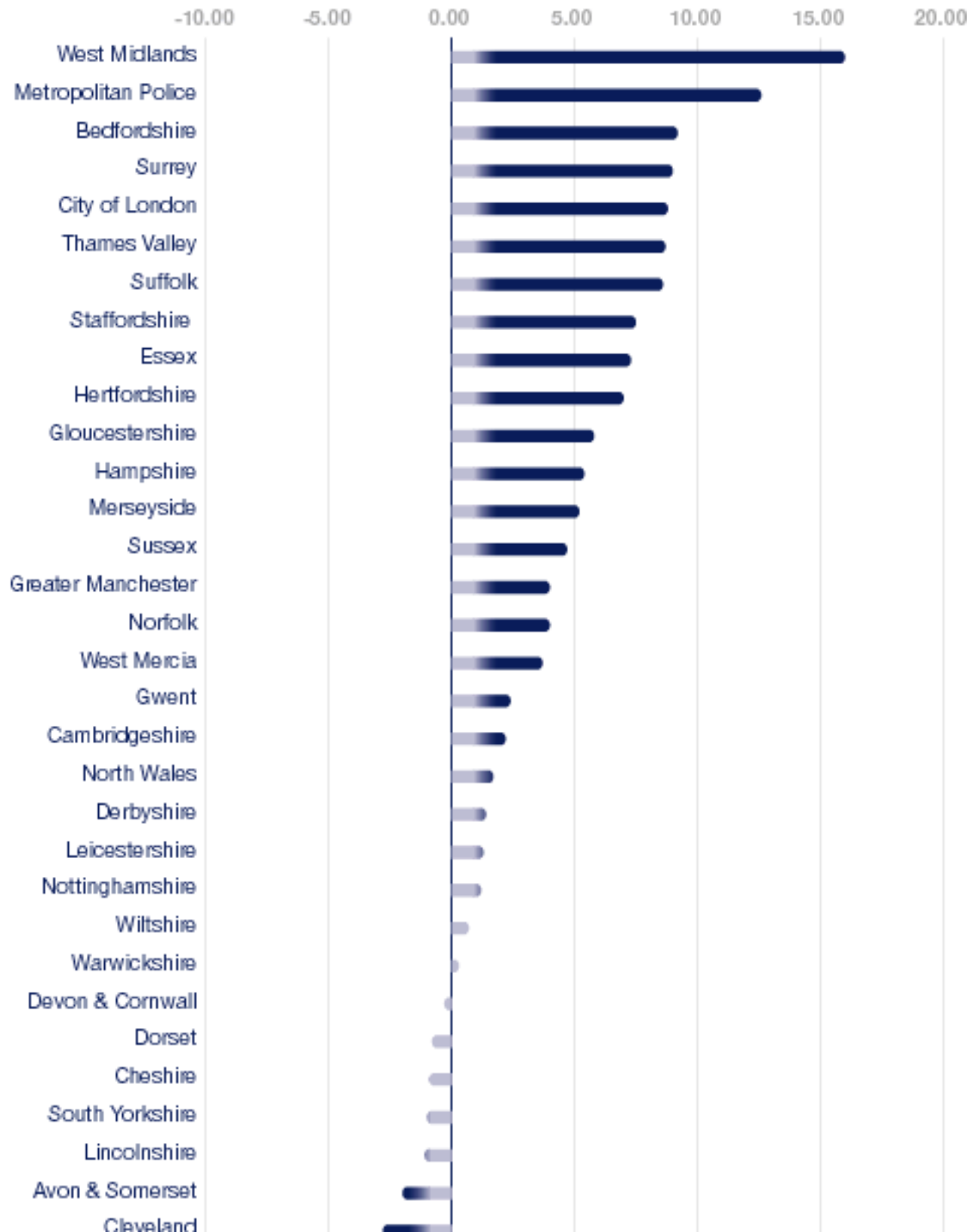
Based on population figures supplied by forces to HMIC.

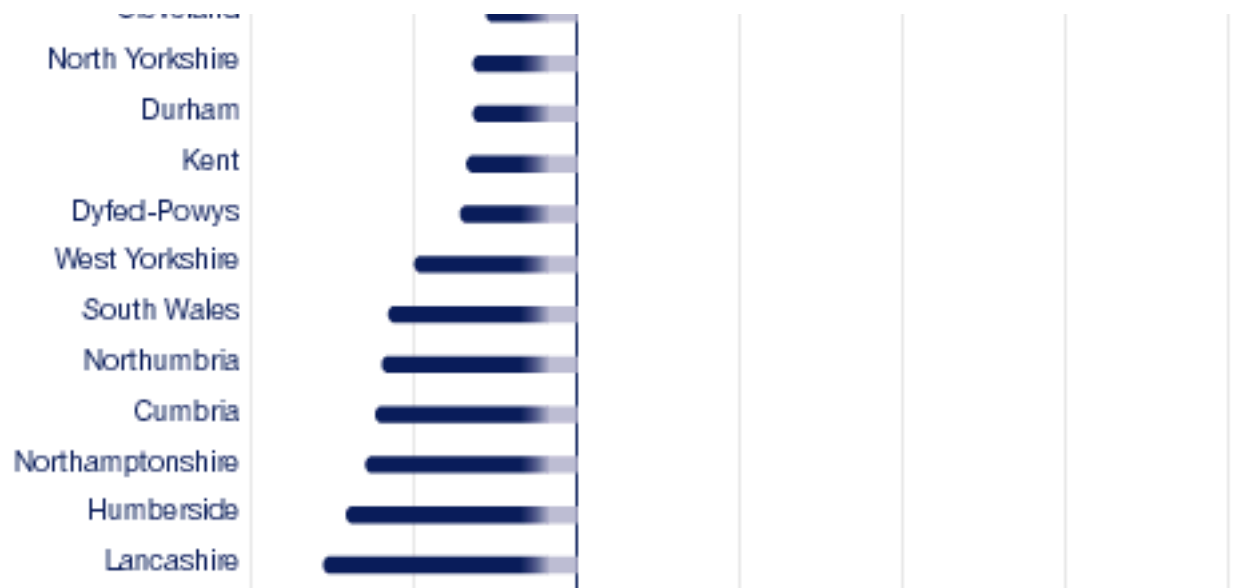
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Figure 11

Percentage change in crime since 1998/99





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Table 7

Number of 999 calls answered within target and force targets

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FORCES	1995/96	1996/97	1997/98	1998/99	1999/00	Change 95/96 to 99/00	Change 97/98 to 99/00	1995/96	1996/97	1997/98
Avon and Somerset	91.31	86.19	85.61	92.26	90.12	-1.19	4.51	10.00	10.00	10.00
Bedfordshire	86.00	85.16	78.65	77.13	76.99	-9.01	-1.65	15.00	15.00	15.00
Cambridgeshire	79.76	81.66	81.52	80.72	89.92	10.15	8.40	12.00	12.00	12.00
Cheshire	93.96	91.98	89.85	89.00	83.55	-10.41	-6.30	15.00	15.00	14.00
City of London	Included in MPS									
Cleveland	95.80	91.49	94.67	94.51	91.91	-3.89	-2.76	15.00	10.00	10.00
Cumbria	99.10	99.06	98.44	98.60	98.47	-0.63	0.03	10.00	10.00	10.00
Derbyshire	87.84	90.25	93.90	86.09	91.96	4.13	-1.94	15.00	15.00	15.00
Devon and Cornwall	84.25	92.68	93.29	92.81	86.14	1.90	-7.15	10.00	10.00	10.00
Dorset	81.52	76.73	76.44	78.03	80.74	-0.77	4.30	10.00	10.00	10.00
Durham	97.60	97.49	96.62	97.91	98.18	0.57	1.56	10.00	10.00	10.00
Dyfed-Powys	96.31	N/A	91.73	80.00	92.32	-3.99	0.59	10.00	10.00	8.00
Essex	89.50	90.94	79.49	78.13	86.15	-3.35	6.67	10.00	10.00	10.00
Gloucestershire	85.70	92.53	96.92	94.24	95.28	9.58	-1.65	15.00	15.00	12.00
Greater Manchester	94.05	77.85	81.48	86.35	85.36	-8.69	3.88	15.00	15.00	15.00
Gwent	99.00	98.53	98.66	97.88	92.65	-6.35	-6.01	6.00	6.00	6.00
Hampshire	85.99	N/A	82.60	82.81	80.40	-5.59	-2.20	10.00	10.00	10.00
Hertfordshire	91.71	76.25	83.58	72.13	83.19	-8.52	-0.39	20.00	10.00	10.00
Humberside	79.76	77.25	86.05	95.68	93.69	13.93	7.64	15.00	15.00	15.00
Kent	88.87	92.39	92.03	92.66	94.64	5.77	2.61	10.00	10.00	10.00
Lancashire	93.20	96.00	95.22	93.44	91.93	-1.27	-3.29	10.00	10.00	10.00
Leicestershire	68.65	75.72	85.77	91.60	90.13	21.48	4.36	15.00	15.00	15.00
Lincolnshire	94.70	94.70	95.10	95.38	92.40	-2.30	-2.70	10.00	10.00	10.00
Merseyside	57.00	70.42	87.22	89.67	89.53	32.53	2.31	6.00	10.00	10.00
Metropolitan Police	88.52	90.35	90.89	87.39	71.45	-17.07	-19.44	15.00	15.00	15.00
Norfolk	86.09	72.79	69.74	87.15	92.98	6.89	23.24	10.00	10.00	10.00

Northamptonshire	94.86	96.59	97.26	97.84	95.37	0.51	-1.89	10.00	10.00	10.00
Northumbria	94.18	93.47	89.26	86.34	79.71	-14.47	-9.55	15.00	15.00	15.00
North Wales	83.87	82.20	85.56	88.77	87.51	3.64	1.95	10.00	10.00	10.00
North Yorkshire	78.11	81.76	86.80	87.50	85.69	7.57	-1.11	5.00	5.00	5.00
Nottinghamshire	91.86	89.82	87.62	88.77	89.75	-2.11	2.14	20.00	15.00	15.00
South Wales	79.69	83.62	80.75	79.53	78.63	-1.06	-2.12	10.00	10.00	10.00
South Yorkshire	79.52	77.70	76.75	86.20	88.24	8.72	11.49	20.00	20.00	15.00
Staffordshire	93.26	91.96	89.13	86.63	78.56	-14.70	-10.56	15.00	15.00	15.00
Suffolk	89.20	87.86	95.65	98.07	94.88	5.68	-0.78	10.00	10.00	10.00
Surrey	87.25	92.68	94.79	93.76	86.25	-0.99	-8.53	15.00	15.00	15.00
Sussex	91.10	92.95	88.73	85.63	81.42	-9.68	-7.31	10.00	10.00	10.00
Thames Valley	88.01	91.94	92.34	92.09	88.57	0.56	-3.77	10.00	10.00	10.00
Warwickshire	89.65	75.28	76.63	82.49	90.98	1.34	14.35	15.00	15.00	15.00
West Mercia	89.02	92.03	92.32	94.11	92.74	3.73	0.42	10.00	10.00	10.00
West Midlands	94.76	97.38	97.64	98.04	96.92	2.16	-0.72	15.00	15.00	15.00
West Yorkshire	78.17	77.19	89.21	89.52	85.56	7.39	-3.66	15.00	15.00	15.00
Wiltshire	92.92	88.27	88.94	96.01	96.27	3.36	7.34	15.00	15.00	15.00
England and Wales	87.30	84.34	88.66	88.60	83.79	-3.51	-4.87			

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