

Police Complaints: Statistics for England and Wales 2004/05

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Summary

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Means by Which Allegations by Which

Number Of Allegations
Number Of Allegations

Oppressive conduct
Oppressive conduct

Unlawful/unnecessary
Unlawful/unnecessary

Discriminatory behaviour
Discriminatory behaviour

Irregularity in relation to evi
Irregularity in relation to e

Corrupt practice
Corrupt practice

This report presents figures on complaints concerning the conduct of persons serving with the police in England and Wales for the 2004/05 financial year. This is the first time that national figures on police complaints have been reported on since a series of changes were introduced to this area by the Police Reform Act 2002. The figures presented in this report reflect these changes and provide an indication of their impact.

Key findings presented in this report concern the number of complaints reported during 2004/05 and how these were dealt with by police forces. Following the introduction of the Police Reform Act 2002, complaints about the police rose significantly. At the same time the number of complaints subject to an investigation fell, while half were dealt with by the new process of 'local resolution'. The reasons for these changes are discussed in this report with the available evidence providing some support to the view that the increase in complaints is due to a combination of improved recording, better access and some increased reporting. The fall in investigations and rise in local resolution also provide some support for the view that complaints are being dealt with at a more proportionate level than in the past.

The key findings of this report are outlined in more detail below.

Complaints

- In 2004/05 a total of 22,898 complaint cases were recorded, marking a 44% increase on the previous year. There was a great deal of variation across police forces, with some experiencing very large increases through to others having small decreases.
- A complaint case may have one or more allegations attached to it. A total of 34,680 allegations were recorded on complaint cases in 2004/05 - an average of 1.5 allegations per complaint case.
- The most common allegations were:
 - Incivility, Impoliteness and Intolerance (21%)
 - Other Neglect or Failure of Duty (19%)
 - Other Assault (19%)
 Taken together these three categories make up over half of all allegations made about police conduct.
- The increase in allegations centred heavily on three categories of behaviour:
 - Incivility, Impoliteness and Intolerance (increase of 2,687 allegations)
 - Other Neglect or Failure of Duty (increase of 2,670 allegations)
 - Oppressive Conduct or Harassment (increase of 1,048 allegations)
- There is no evidence to suggest that the increase in complaints is due to a sudden change in behaviour among those serving with the police. From the available evidence it is likely that the increase in complaints is due to a number of factors. The Police Reform Act 2002 widened the categories of complainant and those who could be subject to complaints. Figures presented in the report indicate that this change may have increased the number of complaints, although this would have made only a small contribution to the overall increase. Instead, the report highlights a number of administrative and procedural changes undertaken by police forces in preparation for the Police Reform Act 2002. These include improvements in accessibility and recording procedures. Such improvements are likely to have resulted in

more people being formally included in the complaints system who in the past would have had their complaint dealt with informally or, while aggrieved, would not have presented their complaint. There is also some evidence which suggests the increased reporting of complaints. However, it is impossible to quantify how much improved access, better recording and increased reporting have each had on the overall increase in complaints.

Complainants and those subject to complaints

- During 2004/05 a total of 23,494 people made complaints about the conduct of individuals serving with the police. The vast majority were 'directly affected' by police conduct (92%), with the remainder being 'adversely affected' (5%), a representative of a complainant (2%) or a witness (1%).
- Men make up the vast majority of complainants (men: 65%; women 34%; unknown: 1%). A lack of recorded data on age, employment status and ethnicity makes it impossible to say anything about the profile of complainants at a national level. Ethnicity was recorded as unknown for 30% of complainants across England and Wales. The report discusses the possible reasons for this lack of data.
- A total of 28,861 people serving with the police were subject to a complaint during 2004/05. Police officers were the largest group (95%), followed by civilian and contracted staff (4%) and special constables, traffic wardens and community support officers (1%).
- Men made up the vast majority of those subject to a complaint (men: 79%; women: 17%; unknown: 4%). These figures are broadly similar to the gender breakdown across the police force as a whole.
- Those police personnel aged between 20-29 years and 40-49 years each made up a quarter of those subject to

complaints. The pattern may reflect the age distribution of the work force across the police service in England and Wales. However, there are no published, up-to-date figures on work force strength which allow an accurate comparison to be made.

- A lack of recorded data concerning the ethnicity of those subject to complaints makes it impossible to provide a national picture. Ethnicity was recorded as unknown for 19% of those subject to a complaint across England and Wales. The report discusses the possible reasons for this lack of data.

Outcome of complaints

- A total of 27,909 allegations were completed in 2004/05. These were dealt with in the following ways:
 - * 50% local resolution;
 - * 20% investigation;
 - * 17% dispensation;
 - * 13% withdrawn.

Compared to the previous year, these figures show a significant increase in allegations dealt with through local resolution and a corresponding reduction in investigations. Of those allegations investigated, 13% were substantiated.

- In 2004/05 the Independent Police Complaints Commission received 1,033 appeals from complainants. Of the 768 valid appeals, the most common were against the non-recording of a complaint (49%), followed by appeals about the outcome of an investigation (35%) and the local resolution process (17%). A total of 46% of appeals against non-recording were upheld, compared to 20% of those against the outcome of an investigation and 13% of those against the local resolution process.
- In 2004/05 misconduct sanctions were imposed on 1,204 police officers. For 80 of these officers the charges related to a public complaint. A total of 324 officers received sanctions resulting from a misconduct hearing. Of these, a

total of 34 officers were dismissed and 57 officers were requested to resign.

- A total of 228 police officers were convicted of criminal offences. The majority of these convictions were for traffic offences (69%). Sixty-seven officers were convicted of offences linked to a complaint by a member of the public.

1 Introduction

Local Resolution		Total	
N	%	N	%
15	7	205	
8	11	74	
31	11	74	
5710		5710	
2528		2528	
1376		1376	
873		873	
493		493	
91		91	
780		780	
780		780	

Table 4.2
Means by Which
Number Of Allegations
Oppressive conduct
Unlawful/unnecessary
Discriminatory behaviour
Irregularity in relation to evi
Corrupt practice

This report presents figures on complaints about the police in England and Wales for the 2004/05 financial year. The complaints dealt with in the following sections concern the conduct of police personnel. For example, they may be about improper behaviour, inappropriate language, or lack of action by someone serving with the police. This report does not deal with complaints about general standards of policing, operational policies or operational management decisions. Complaints about these 'direction and control' matters are dealt with separately from those concerning conduct of police personnel and under different procedures, and so are not included in this reportⁱ.

The Police Reform Act 2002 (PRA 2002) made a series of important changes to how complaints are now handled. These aimed to improve the experience of complainants, and make the complaints system more accessible, timely and proportionate. A number of these changes have implications for the figures presented in this report. Firstly, to improve access to the complaints system the Act broadened the range of people who can make a complaint. This means that, as well as those members of the public who allege that they have been directly affected by police misconduct, complaints can also be made by those who were adversely affected by misconduct, by those witnessing misconduct and by those acting on behalf of a complainant. Secondly, the definition of those who can be complained about was expanded. This means that complaints about special constables, civilian police staff, contracted staff and community support officers will be dealt with under the same procedures as those concerning police officers. Thirdly, the way of dealing with less serious complaints has been revised and is now known as 'local resolution'. Fourthly, complainants now have a right of appeal to the Independent Police Complaints Commission (IPCC) in relation to their complaint not being recorded, how their complaint was processed under local resolution, or if they are dissatisfied with the outcome of an investigation.

The reforms came into effect on 1st April 2004 and the figures presented in this report cover the following twelve months. The content of the tables presented in this report reflect the above changes and also provide an indication of their impact.

The figures should be viewed not only in the context of legislative reform, but also in terms of organisational and administrative change. This is because in preparation for the PRA 2002, many police forces reviewed and revised their

complaint procedures. The nature of this activity and its specific impact will be discussed later in this report.

The PRA 2002 also led to the creation of the IPCC which has a duty under the Act to increase public confidence in the complaints system, and so increase confidence in policing as a wholeⁱⁱ. This provides the basis of the IPCC's 'guardianship function' which in the context of the police complaints system consists of: setting standards, promoting confidence, ensuring accessibility, and promoting excellence. The production of this report forms part of this function, and a major objective since the IPCC's creation has been to support this area through greater analysis of police complaints data. This led to a new method being used to collect the 2004/05 figures which involved complaints data being electronically downloaded from the relevant police force databases. Putting the new collection system in place and validating the data we have received has been a time-consuming process. But we believe it is one that will have long-term benefits in terms of providing a more efficient system which allows more detailed analysis.

The figures presented in this report are drawn from electronic data and from paper-based tables provided by forces. We plan to produce future reports using only the electronic data and develop this area so we can provide greater analysis. In this report the result of the new collection system is a series of tables which have not been available until now. These specifically provide:

- figures on the characteristics of those who complain and who are subject to complaints in terms of age, gender and ethnicity;
- greater detail on the types of complaints recorded, how these were handled and the various outcomes.

The report begins by presenting figures on numbers of complaints. It goes on to discuss the characteristics of complainants and those who are the subject of complaints. In the final section figures are presented on how complaints are handled and the related outcomes. In these sections we provide information on trends over time, when it is available and relevant. The final section also includes figures on appeals in relation to complaints and figures on misconduct and criminal proceedings. In the latter two areas we have provided broadly the same amount of information as presented in past Home Office reports on complaints and discipline. However, we plan to develop this area in future reports.

ⁱ For more information on the handling of complaints concerning 'direction and control' see Home Office Circular 19/2005 (Home Office, 2005).

ⁱⁱ For more information on the IPCC and its role see Chapter 1 of IPCC (2005a) *Making the New Police Complaints System Work Better: Statutory Guidance*. London: IPCC.

2

Complaint cases and allegations

Local Resolution			Total		
N	%	N	%	N	
15	7	205	7	205	
8	11	74	11	74	
1788	31	5710	31	5710	
1476	58	2528	58	2528	
489	36	1376	36	1376	
127	37	873	37	873	
135	31	493	31	493	
22	24	91	24	91	
12	29	780	29	780	
10	29	780	29	780	

Table 4.2
Means by Which
Number Of Allegations

Means by Which	Number Of Allegations
Oppressive conduct	Oppressive conduct
Unlawful/unnecessary	Unlawful/unnecessary
Discriminatory behaviour	Discriminatory behaviour
Irregularity in relation to evi	Irregularity in relation to evi
Corrupt practice	Corrupt practice

Table 2.0 shows the number of complaint casesⁱⁱⁱ recorded by police forces in England and Wales from 1999/00 to 2004/05. In 2004/05 a total of 22,898 complaint cases were recorded, representing an increase of 44% on the previous reporting period. This marks a very significant rise compared to recent years. The long-term trend in police complaints has been one in which complaint cases steadily rose from the late 1980s to the mid-1990s, when they reached a peak in 1994 of just under 25,000 cases (Cotton, 2004). They then steadily declined until the year currently being reported on. The rise in 2004/05 now places complaint cases at a similar level to those recorded in the mid- to late 1990s.

Table 2.0 also shows the proportion of cases recorded during 2004/05 that were either completed or still open at the end of this time period. Despite the large rise in the number of complaint cases, these figures are broadly the same as in previous years with 66% of cases completed and 34% pending. Table 2.1 presents figures for complaint cases recorded in the previous year which were still open at the start of 2004/05. These show a decline in outstanding complaint cases from previous years, with the 6,645 cases carried over from the previous year representing a 10% reduction.

Table 2.2 compares the number of complaint cases recorded by each police force for 2004/05 and 2003/04. Despite the overall 44% increase in the number of complaints recorded, there was a great deal of variation across forces. Some forces experienced very large increases, such as Northamptonshire (198%), West Mercia (156%), Staffordshire (141%) and Norfolk (122%). Others had increases that followed the national average, including Hertfordshire (45%), Nottinghamshire (45%), Warwickshire (42%) and Dorset (42%). A final group had either small increases or experienced decreases in complaint cases. These forces were Gwent (5%), Derbyshire (-5%) and City of London (-16%).

A complaint case may have one or more allegations attached to it. A total of 34,680 allegations were recorded on complaint cases in 2004/05, marking a 45% increase on the previous year

and averaging 1.5 allegations per complaint case. A comparison of police forces based on total complaint cases or allegations does not take into account the size of the force. Traditionally, this issue has been overcome by presenting allegations in relation to numbers of police officers. Table 2.3 presents the numbers of allegations recorded by each force and those allegations which were made against police officers only, as opposed to against all police personnel. Allegations against officers can be seen to make up the majority of allegations, a total of 31,581 (91%). The table then presents the number of allegations per 1,000 police officers. The national figure for this rate was 224 allegations per 1,000 officers. Allegation rates range from 364 in North Yorkshire and 362 in Cheshire to 103 in City of London and 107 in Sussex. Those close to the national figure included Suffolk (224), Leicestershire (221) and Kent (220).

Allegations made by complainants are usually categorised when the complaint case is being officially recorded^{iv}. Table 2.4 presents allegations recorded during 2004/05 and shows that by far the three largest areas for allegation by members of the public were:

- Incivility, Impoliteness and Intolerance (21%)
- Other Assault (19%)
- Other Neglect or Failure of Duty (19%)

Taken together these three categories make up over half of all allegations made against the police. However, there is a great deal of variation in the allegations found within these categories. 'Incivility, Impoliteness and Intolerance' might range from an allegation that an officer appeared disinterested in what a member of the public had to say, through to the claim that an officer swore aggressively at a member of the public. 'Other Assault' might range from claims that an officer pushed a member of the public or put a set of handcuffs on too tight, through to a person having severe bruising having been hit by a baton or alleging that CS spray was used on them in an inappropriate situation. Allegations of 'Other Neglect of Duty' tend to be different to those in the other two categories since they tend to centre on an absence of activity by police personnel

ⁱⁱⁱ A complaint case may contain one or more allegations. For example, in the process of making a complaint a member of the public may allege that on one particular occasion an officer was rude and used unnecessary physical force. This would translate as one complaint case involving two allegations.

^{iv} For detailed explanations of allegation categories please see IPCC (2005a) *Making the New Police Complaints System Work Better: Statutory Guidance*. London: IPCC. (Appendix D).

rather than on particular actions. Examples of allegations might range from claims that an officer failed to call a member of the public back when they said they would, through to allegations that officers did not investigate a crime properly.

After these three allegation categories, the next largest group concerns 'Oppressive Conduct or Harassment' (9%), followed by 'Unlawful/Unnecessary Arrest or Detention' (5%). Three categories reported on for the first time in 2004/05 are: 'Lack of Fairness and Impartiality'; 'Improper Disclosure of Information'; and 'Other Sexual Conduct'. Together these categories account for 1,087 allegations, just 3% of the total.

With a large increase in complaints occurring in 2004/05, a key question is whether this has occurred across all types of allegations or only in specific categories. Table 2.5 presents a comparison of allegations for 2003/04 and 2004/05, and also provides the numerical and percentage differences between the two years. Examining the numerical difference between categories provides an insight into where the volume of new allegations is concentrated. From this perspective, the increase in allegations is heavily centred on the three categories of:

- Incivility, Impoliteness and Intolerance (increase of 2,687 allegations)
- Other Neglect or Failure of Duty (increase of 2,670 allegations)
- Oppressive Conduct or Harassment (increase of 1,048 allegations)

These categories broadly reflect the main types of allegations made by complainants and the increases could therefore be said to reflect the existing pattern of allegations. However, missing from this list is 'Other Assault' which is traditionally one of the largest allegation categories, but which only increased by 634 allegations (10%). This picture provides some support for the view that the increase in complaints is mainly due to better recording of less serious complaints. However, some care needs to be taken here. Firstly, as stated above, the allegation categories are broad and may contain issues which range from minor to very serious. Secondly, there is some evidence to suggest that there has been an increase in reporting by the public as well as increased recording by the

police. This is derived from those categories which are less likely to be affected by a change in approach to recording or informal practices for resolving complaints. The best example of this is 'Serious Non-Sexual Assault' which, although a relatively small-sized category, saw a rise of 122%. Allegations of this gravity are likely to be recorded by the police and are much less likely to be affected by variations in recording practices across forces. An increase in this type of allegation suggests that additional processes may be occurring alongside the improved recording of complaints.

Box A below outlines a number of possible explanations for the increase in police complaints. From the available evidence it is likely that the increase in complaints is due to a number of factors. The legislative changes around the broadening of the categories of complainant and those who can be subject to a complaint are unlikely to account entirely for the significant increase in complaints during 2004/05. However, figures presented later in this report suggest that they may have made a small contribution. Such a large change across so many forces suggests that administrative and procedural changes across forces in response to the PRA 2002 have played a major role in this. These changes may have resulted in a greater number of complaints being formally recorded and being classed as involving the conduct of police personnel. Figures presented above indicate that the majority of new complaints are broadly centred on the traditionally large allegation categories. In the past some of these complaints may have been dealt with informally and not been recorded, or they may have been recorded separately, but not as relating to the conduct of police personnel.

In addition to greater recording of complaints, Box A also describes activities which may have improved access and awareness of the complaints system. The figures presented above on allegations indicate that there has been an increase in some of the smaller complaint categories involving more serious allegations which are less likely to be affected by changes in recording practices. This raises the possibility that, as well as greater recording, there has to a limited extent been a real increase in complainants coming forward to present a complaint. The increase in reporting and recording is therefore not due to an increase in police misconduct. Instead, the

changes outlined in Box A are drawing more people into the formal complaints system who in the past would have had their complaint dealt with informally or, while aggrieved, did not present their complaint at all.

The above explanations will be discussed further in chapter five which deals with how complaints were dealt with once recorded.

Table 2.0
Complaint Cases Recorded in Reporting Year

Year	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05
Total recorded in year	20973	18911	16654	15248	15885	22898
% annual change		-10	-12	-8	4	44
Completed	13118	12038	10332	9461	10149	15076
% of total recorded in year	63	64	62	62	64	66
Pending at Year End	7855	6873	6322	5787	5736	7822
% of total recorded in year	37	36	38	38	36	34

Table 2.1
Outstanding Complaint Cases Recorded in Previous Year

Year	1999/00	2000/01	2001/02	2002/03	2003/04	2004/05
Recorded in previous years	8300	9144	8344	7884	7344	6645
% annual change		10	-9	-6	-7	-10
Completed	6837	7590	6647	6225	6220	4922
% of total outstanding	82	83	80	79	85	74
Pending at Year End	1463	1554	1697	1659	1124	1723
% of total outstanding	18	17	20	21	15	26

Table 2.2
Complaint Cases by Police Force

Police Force	2003/04	2004/05	% change
Avon & Somerset	437	540	24
Bedfordshire	161	286	78
Cambridgeshire	150	288	92
Cheshire	309	567	83
City of London	81	68	-16
Cleveland	211	361	71
Cumbria	152	209	38
Derbyshire	173	165	-5
Devon & Cornwall	461	690	50
Dorset	154	218	42
Durham	103	199	93
Dyfed-Powys	126	164	30
Essex	451	603	34
Gloucestershire	195	248	27
Greater Manchester	1093	1481	35
Gwent	176	184	5
Hampshire	634	771	22
Hertfordshire	247	358	45
Humberside	238	295	24
Kent	293	406	39
Lancashire	480	730	52
Leicestershire	332	468	41
Lincolnshire	175	224	28
Merseyside	394	695	76
Metropolitan	2730	3553	30
Norfolk	218	483	122
North Wales	181	268	48
North Yorkshire	188	327	74
Northamptonshire	114	340	198
Northumbria	355	518	46
Nottinghamshire	307	446	45
South Wales	424	582	37
South Yorkshire	344	378	10
Staffordshire	300	724	141
Suffolk	185	253	37
Surrey	232	439	89
Sussex	278	319	15
Thames Valley	507	706	39
Warwickshire	118	168	42
West Mercia	280	717	156
West Midlands	1233	1695	37
West Yorkshire	516	600	16
Wiltshire	149	164	10
Total	15885	22898	44

Table 2.3
Number of Allegations Recorded Against Police Officers

Police Force	All allegations recorded	Allegations against police officers	Allegations against 1000 officers*
Avon & Somerset	767	689	203
Bedfordshire	385	369	300
Cambridgeshire	425	393	278
Cheshire	877	797	362
City of London	90	90	103
Cleveland	529	475	282
Cumbria	320	298	237
Derbyshire	305	295	142
Devon & Cornwall	938	658	194
Dorset	345	301	204
Durham	284	270	156
Dyfed-Powys	329	323	274
Essex	670	639	198
Gloucestershire	366	347	266
Greater Manchester	2156	2119	261
Gwent	273	257	179
Hampshire	1299	1131	298
Hertfordshire	617	594	277
Humberside	475	445	198
Kent	825	799	220
Lancashire	1206	1059	296
Leicestershire	554	511	221
Lincolnshire	331	307	249
Merseyside	877	717	165
Metropolitan Police	5317	5089	164
Norfolk	609	514	331
North Wales	351	340	203
North Yorkshire	647	567	364
Northamptonshire	438	413	321
Northumbria	784	720	176
Nottinghamshire	893	839	333
South Wales	705	556	168
South Yorkshire	676	647	196
Staffordshire	900	822	357
Suffolk	324	296	224
Surrey	696	660	338
Sussex	428	330	107
Thames Valley	1010	855	204
Warwickshire	319	293	291
West Mercia	910	774	326
West Midlands	3075	2763	339
West Yorkshire	1095	973	172
Wiltshire	260	247	201
England and Wales	34680	31581	224

* Police strength as at March 2005.

Table 2.4
Types of Allegation Recorded 2004/05

Allegation Groupings	Allegation Category	N	%
Oppressive Behaviour	Serious non-sexual assault	549	1.6
	Sexual assault	85	0.2
	Other assault	6679	19.3
	Oppressive conduct or harassment	3245	9.4
	Unlawful/unnecessary arrest or detention	1754	5.1
Malpractice	Irregularity in relation to evidence/perjury	656	1.9
	Corrupt practice	155	0.4
	Mishandling of property	913	2.6
Breach of PACE	Breach of Code A PACE on stop and search	337	1.0
	Breach of Code B PACE on searching of premises and seizure of property	698	2.0
	Breach of Code C PACE on detention, treatment questioning	1557	4.5
	Breach of Code D PACE on identification procedures	14	0.0
	Breach of Code E PACE on tape recording	6	0.0
	Multiple or unspecified breaches of PACE which cannot be allocated to a specific code	177	0.5
Lack of Fairness and Impartiality	Lack of fairness and impartiality	706	2.0
Discriminatory Behaviour	Discriminatory behaviour	1189	3.4
Other Neglect of Duty	Other neglect or failure of duty	6459	18.6
Incivility	Incivility, impoliteness and intolerance	7311	21.1
Traffic	Traffic irregularity	495	1.4
Other	Other irregularity in procedure	699	2.0
	Improper disclosure of information	362	1.0
	Other sexual conduct	19	0.1
	Other	615	1.8
TOTAL ALLEGATIONS		34680	100%

Table 2.5
Comparison of Allegations Recorded in 2003/04 and 2004/05

Allegation Groupings	Allegation Category	2003/04	2004/05	Numerical difference	Percentage difference
Oppressive Behaviour	Serious non-sexual assault	247	549	302	122
	Sexual assault	85	85	0	-
	Other assault	6045	6679	634	10
	Oppressive conduct or harassment	2197	3245	1048	48
	Unlawful/unnecessary arrest or detention	1588	1754	166	10
Malpractice	Irregularity in relation to evidence /perjury	443	656	213	48
	Corrupt practice	70	155	85	121
	Mishandling of property	652	913	261	40
Breach of PACE	Breach of Code A PACE on stop and search	248	337	89	36
	Breach of Code B PACE on searching of premises and seizure of property	516	698	182	35
	Breach of Code C PACE on detention, treatment questioning	1152	1557	405	35
	Breach of Code D PACE on identification procedures	15	14	-1	-7
	Breach of Code E PACE on tape recording	3	6	3	100
	Multiple or unspecified breaches of PACE which cannot be allocated to a specific code	62	177	115	185
Lack of Fairness and Impartiality	Lack of fairness and impartiality*	0	706	0	-
Discriminatory Behaviour	Discriminatory behaviour	659	1189	530	80
Other Neglect of Duty	Other neglect or failure of duty	3789	6459	2670	70
Incivility	Incivility, impoliteness and intolerance	4624	7311	2687	58
Traffic	Traffic irregularity	270	495	225	83
Other	Other irregularity in procedure	667	699	32	5
	Improper disclosure of information*	0	362	0	-
	Other sexual conduct*	0	19	0	-
	Other	517	615	98	19
TOTAL ALLEGATIONS		23849	34680	10831	45

* Allegation category created in 2004/05; not available in 2003/04.

Box A**Why have complaints against the police increased?**

There is no evidence to suggest that the increase in police complaints is due to a sudden change in behaviour by those serving with the police. Nor is it likely that a rise in police numbers or a decrease in public satisfaction with police encounters can account for the increase. Police numbers increased by 2% in 2004/05, but have been increasing each year since 2000/01 without any subsequent rise in complaints. The British Crime Survey (Nicholas et al, 2005) shows that levels of public satisfaction with police contact have remained stable for a number of years during which there have been falls and rises in complaint figures. Explanations for the increase which are directly related to the complaints system are discussed below.

Legislative changes: the PRA 2002 widened the types of people who can make a complaint about the police and be the subject of a complaint. Figures presented later in this report show these changes may have contributed to the number of complaints made during 2004/05, but only to a limited extent. These specific changes cannot explain the large and sudden rise.

Delayed complaints: some complainants may have waited until the PRA 2002 came into force in April 2004 to make a complaint which occurred prior to that date. If this occurred we might expect to see a peak in complaints recorded during the early months of 2004/05 followed by a decline. However, the 2004/05 data shows no such pattern for forces as a whole. While police forces may have experience of the reporting of some complaints being delayed, this is not reflected at a national level.

Increase in telephone complaints to the IPCC: a complaint can be made without direct contact with a police force by a complainant calling the IPCC Telephone Complaints Centre. There is some evidence that complaints presented in this way increased during 2004/05. The Police Complaints Authority provided a similar service and a total of 3,010 complaints were received this way in 2002/03 – the last figure available (Police Complaints Authority, 2003). The IPCC took 4,309 telephone complaints during 2004/05. It is unclear whether the additional complaints would have been made if this service did not exist, and whether the increase is due to raised awareness amongst complainants.

Increased awareness and accessibility: activities undertaken by forces and the IPCC in preparation for the PRA 2002 may have led to an increase in the number of complaints being reported and recorded compared to the past. Activities cited by forces include:

- widening the ways in which a complaint can be made (e.g. via e-mail);
- widening the way in which a complaint can be taken (e.g. allowing sergeants as well as inspectors to record complaints);
- briefing relevant officers on the changes and explaining new procedures;
- seeking to improve public awareness through distribution of IPCC and force leaflets, and promotional material, which explain how to make a complaint.

Changes in recording procedures: again, activity in preparation for the PRA 2002 may have increased the number of complaints being recorded. Activities described by some forces include:

- emphasising to police personnel likely to have initial contact with a complainant the need to formally record a complaint;
- reviewing and being more inclusive about which cases are recorded and counted as complaints concerning the conduct of a person serving with the police.

3

Characteristics of complainants

Local Resolution		Non-Resolution		Total
N	%	N	%	N
15	7	7	7	205
8	11	7	11	74
1788	31	11	11	74
1476	58	31	31	5710
489	36	58	58	2528
127	37	36	36	1376
135	31	37	37	873
22	24	31	31	493
12	29	24	24	91
10	29	29	29	780
10	29	29	29	780

Table 4.2
Means by Which
Number Of Allegations
Oppressive conduct
Unlawful/unnecessary
Discriminatory behaviour
Irregularity in relation to evi
Corrupt practice

During 2004/05 a total of 23,494^{vi} people made complaints about the conduct of individuals serving with the police. Box B below outlines the types of people who can make complaints. Table 3.0 presents figures on the status of those making complaints by police force and shows that those directly affected by police conduct make up the vast majority (92%), compared to those adversely affected (5%), representatives (2%) and witnesses (1%). This picture remained broadly consistent across forces, with those directly affected ranging from 74% (Hertfordshire) to 99% (West Mercia; Devon and Cornwall). The highest proportion found for those adversely affected was 16% (Hertfordshire), while for representatives it was 9% (Hampshire) and for witnesses 8% (Northamptonshire). Some caution should be exercised when examining these differences as a small number of witnesses or representatives in forces with low numbers of complainants can lead to above average percentages.

The need to monitor the characteristics of those working within or having contact with criminal justice agencies has been promoted over the last 30 years in response to concerns of discrimination based on ethnicity, sex or other grounds. In the context of complaints against the police, monitoring has the potential to identify particular social groups who are more or less likely to make complaints and leads onto discussions of why this might be the case.

Table 3.1 presents the gender of these complainants and shows that across England and Wales men make up two-thirds of complainants (65%). The greatest proportion of male complainants was found in Derbyshire (77%: men; women: 23%). The greatest proportion of women complainants was found in Northamptonshire (56%: men; 40% women).

A lack of complete data makes it impossible to provide an accurate picture of complainants across England and Wales in terms of other characteristics. Table 3.2 presents figures on the age of complainants and shows that no age information was available for 29% of complainants. A record of complainants'

age varied widely across forces. An absence of age information ranged from 64% missing in Surrey, 59% in Essex and 52% in North Yorkshire to 6% in Durham and 8% in Gwent.

Those forces providing the most complete information on the age of complainants are not representative of forces as a whole in terms of size and numbers of complaints. However, they give the following age profile.

- 9-14% aged 19 years and below
- 16-21% aged 20 to 29 years
- 22-26% aged 30 to 39 years
- 17-26% aged 40 to 49 years
- 9-5% aged 50 to 59 years
- 4-7% aged 60 years and above

Table 3.3 presents information on the employment status of complainants and shows that such information was not available for 35% of complainants. Again, the lack of information varied widely from 59% missing in Surrey, 57% in North Yorkshire and 52% in Northamptonshire and in Devon and Cornwall to 10% in Gwent, 12% in Durham and 14% in Dorset.

Again, those forces providing the most complete information are not representative of forces overall. However, the figures they provide are the best available insight into the employment status of complainants and indicate the following profile.

- 3-7% Homemaker
- 16-33% Manual occupation
- 20-31% Non-manual occupation
- 4-7% Retired
- 3-6% Student
- 16-28% Unemployed

Of all the demographic factors monitored by the police, information on ethnicity attracts the most public interest. Concerns about discrimination based on ethnicity occurring across the criminal justice system led to Section 95 of the Criminal Justice Act 1991 placing a responsibility on the Secretary of State for the Home Office to annually publish figures on this subject, and complaints against the police

^{vi} Note: the figures in Table 3.0 do not sum to 23,494 as during the reporting period some people may have made complaints in different roles. For example, an individual may have made one complaint as someone directly affected by police conduct and then later in the recording period made a second complaint as someone adversely affected. In such a case they will be counted twice in Table 3.0 but not in the rest of the tables.

Box B

Who can make a complaint?

Under the PRA 2002 a complaint about the conduct of someone serving with the police can be made by the following types of people:

- Any member of the public who alleges that police misconduct was directed at them.
- Any member of the public who alleges that they have been ‘adversely affected’ by police misconduct, even if it was not directed at them.
- Any member of the public who claims that they witnessed misconduct by the police.
- A person acting on behalf of someone who falls within any of the three categories above; for example, a member of an organisation who has been given written permission.

Being ‘adversely affected’ is broadly interpreted in the legislation and includes distress, inconvenience, loss or damage, or being put in danger or at risk. This might apply, for example, to other people present at the incident or to the parent of a child or young person or a friend of the person directly affected. It does not include someone distressed by watching an incident on television.

A witness is defined in the PRA 2002 as someone who ‘acquired his knowledge of that conduct in a manner which would make him a competent witness capable of giving admissible evidence of that conduct in criminal proceedings’. This includes for example someone in control of CCTV cameras or in possession of material evidence.

Taken from IPCC (2005a) *Making the New Police Complaints System Work Better: Statutory Guidance*. London: IPCC.

have traditionally formed part of this publication (Home Office, 2004).

Table 3.4 presents the ethnicity of complainants. To provide as full a picture as possible this table draws on figures where complainants have self-classified their ethnicity *and*, where this is not available, on figures where a visual classification has been carried out by the person handling the complaint. Despite this attempt to provide as complete a picture as possible, Table 3.4 shows information on ethnicity was missing for 30% of complainants. As with age and employment status, information on ethnicity varied widely across forces. An absence of information on ethnicity ranged from 65% missing in Surrey, 62% in North Yorkshire and 57% in Nottinghamshire to 3% in Durham, 4% in Suffolk and 7% in Norfolk.

In the latter three forces, where the data was most complete, white people made up the vast majority of complainants, with

complainants from each of the Asian, Black and Other minority ethnic groups ranging between 1% and 3%. However, these three forces cover areas with relatively small ethnic minority populations and cannot be used to provide any insight into the national picture. This size of population, combined with these forces having low to medium numbers of complaint cases, may explain their ability to collect almost complete ethnic monitoring data. For large forces with ethnically diverse populations, figures for unknown ethnicity range from 39% (West Yorkshire) to 17% (West Midlands).

The above findings mean that it is very difficult to say anything concrete about the ethnicity of people complaining about the police. The incomplete figures partly reflect some of the practical difficulties forces face in collecting this data. In some cases complainants may be unwilling to provide personal information. In others, a complainant may be represented by a third party and the police may never have an opportunity to directly ask for this information. Within the police service, those taking complaints may feel uncomfortable about asking for personal details, such as ethnicity, and therefore do not ask. This may be especially true during the reporting of a complaint when relationships may be strained. In other instances the information has been collected, but is not passed on to those who enter it onto the force database.

Looking across forces, there is no strong relationship between numbers of complaints, ethnic minority population and quality of data. Those forces with the most complete figures on ethnicity tended to be the ones which receive small or average numbers of complaints and had relatively small numbers of ethnic minorities in their area. However, there was a significant degree of variation among the forces regardless of their size, number of complaints, location or ethnic minority populations. Despite the difficulties in collecting information on ethnicity, the very wide variation across forces does suggest that the national figures could be significantly improved by looking at how ethnicity information is asked about and recorded.

Table 3.0
Status of Those Making Complaints

Police Force	Directly affected by conduct		Adversely affected by conduct		Representative		Witness		Total
	N	%	N	%	N	%	N	%	N
Avon & Somerset	569	97	8	1	9	2	0	-	586
Bedfordshire	272	90	10	3	16	5	5	2	303
Cambridgeshire	282	84	16	5	26	8	11	3	335
Cheshire	577	97	18	3	0	-	1	0	596
City of London	61	87	5	7	4	6	0	-	70
Cleveland	355	91	28	7	5	1	3	1	391
Cumbria	203	87	15	6	10	4	5	2	233
Derbyshire	166	91	7	4	7	4	2	1	182
Devon & Cornwall	722	99	2	0	7	1	0	-	731
Dorset	212	83	23	9	12	5	7	3	254
Durham	183	85	28	13	2	1	2	1	215
Dyfed-Powys	163	88	10	5	3	2	9	5	185
Essex	555	86	30	5	50	8	11	2	646
Gloucestershire	238	89	6	2	16	6	6	2	266
Greater Manchester*	-	-	-	-	-	-	-	-	-
Gwent	187	98	2	1	1	1	0	-	190
Hampshire	732	85	39	5	75	9	18	2	864
Hertfordshire	281	74	61	16	29	8	11	3	382
Humberside	271	86	26	8	2	1	15	5	314
Kent	428	94	22	5	3	1	0	-	453
Lancashire	675	88	74	10	13	2	2	0	764
Leicestershire	466	94	11	2	11	2	9	2	497
Lincolnshire	228	95	8	3	4	2	0	-	240
Merseyside	643	90	40	6	26	4	9	1	718
Metropolitan	3462	95	183	5	1	0	0	-	3646
Norfolk	489	89	26	5	25	5	7	1	547
North Wales	247	85	36	12	4	1	5	2	292
North Yorkshire	315	91	12	3	13	4	5	1	345
Northamptonshire	285	79	28	8	17	5	29	8	359
Northumbria	520	96	2	0	11	2	6	1	539
Nottinghamshire	434	87	46	9	13	3	8	2	501
South Wales	582	95	14	2	7	1	7	1	610
South Yorkshire	399	97	2	0	3	1	6	1	410
Staffordshire	731	95	29	4	3	0	4	1	767
Suffolk	239	95	4	2	1	0	7	3	251
Surrey	410	91	28	6	11	2	4	1	453
Sussex	300	93	18	6	6	2	0	-	324
Thames Valley	701	95	29	4	7	1	1	0	738
Warwickshire	169	91	4	2	13	7	0	-	186
West Mercia	703	99	1	0	6	1	3	0	713
West Midlands	1564	92	121	7	5	0	11	1	1701
West Yorkshire	606	91	46	7	16	2	0	-	668
Wiltshire	168	88	9	5	13	7	2	1	192
Total	20793	92	1127	5	506	2	231	1	22657

* Comparable figures not available for Greater Manchester Police.

Table 3.1
Gender of Complainants

Police Force	Female		Male		Unknown		Total N
	N	%	N	%	N	%	
Avon & Somerset	182	32	376	66	8	1	566
Bedfordshire	95	32	200	68	0	-	295
Cambridgeshire	136	41	192	58	2	1	330
Cheshire	192	35	358	65	2	0	552
City of London	18	26	49	70	3	4	70
Cleveland	144	38	233	62	1	0	378
Cumbria	68	30	157	70	0	-	225
Derbyshire	41	23	138	77	0	-	179
Devon & Cornwall	257	36	449	63	3	0	709
Dorset	82	33	167	67	0	-	249
Durham	71	34	138	66	0	-	209
Dyfed-Powys	56	31	126	69	1	1	183
Essex	252	40	354	57	20	3	626
Gloucestershire	70	27	190	73	1	0	261
Greater Manchester	569	34	1088	66	2	0	1659
Gwent	63	33	126	67	0	-	189
Hampshire	298	35	534	63	14	2	846
Hertfordshire	138	37	226	60	10	3	374
Humberside	94	31	209	68	4	1	307
Kent	140	32	291	67	6	1	437
Lancashire	272	37	458	62	14	2	744
Leicestershire	162	34	304	63	14	3	480
Lincolnshire	77	33	157	67	2	1	236
Merseyside	261	37	440	63	1	0	702
Metropolitan	1060	32	2267	68	28	1	3355
Norfolk	185	36	329	64	3	1	517
North Wales	113	40	169	59	4	1	286
North Yorkshire	114	34	218	65	2	1	334
Northamptonshire	140	40	198	56	14	4	352
Northumbria	182	35	345	65	0	-	527
Nottinghamshire	165	34	315	65	4	1	484
South Wales	184	31	392	67	13	2	589
South Yorkshire	118	29	282	70	1	0	401
Staffordshire	263	36	467	63	7	1	737
Suffolk	88	36	156	64	1	0	245
Surrey	153	35	278	63	10	2	441
Sussex	130	42	181	58	2	1	313
Thames Valley	219	30	503	70	1	0	723
Warwickshire	61	33	119	64	5	3	185
West Mercia	224	33	456	66	9	1	689
West Midlands	556	33	1104	66	11	1	1671
West Yorkshire	182	28	472	72	1	0	655
Wiltshire	59	32	115	63	10	5	184
Total	7934	34	15326	65	234	1	23494

Table 3.2
Age of Complainants

Police Force	19 and below		20-29		30-39		40-49		50-59		60+		Unknown		Total N
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	
Avon & Somerset	40	7	75	13	98	17	81	14	42	7	16	3	214	38	566
Bedfordshire	20	7	45	15	59	20	64	22	23	8	17	6	67	23	295
Cambridgeshire	32	10	59	18	77	23	44	13	27	8	9	3	82	25	330
Cheshire	40	7	83	15	118	21	106	19	39	7	15	3	151	27	552
City of London	0	-	9	13	16	23	16	23	4	6	1	1	24	34	70
Cleveland	30	8	84	22	81	21	59	16	18	5	10	3	96	25	378
Cumbria	18	8	41	18	52	23	44	20	21	9	13	6	36	16	225
Derbyshire	18	10	27	15	37	21	35	20	14	8	6	3	42	23	179
Devon & Cornwall	28	4	48	7	107	15	95	13	59	8	27	4	345	49	709
Dorset	29	12	44	18	57	23	56	22	27	11	14	6	22	9	249
Durham	21	10	33	16	54	26	55	26	19	9	14	7	13	6	209
Dyfed-Powys	16	9	38	21	41	22	32	17	27	15	13	7	16	9	183
Essex	24	4	53	8	66	11	59	9	38	6	14	2	372	59	626
Gloucestershire	21	8	55	21	68	26	44	17	27	10	9	3	37	14	261
Greater Manchester	196	12	292	18	409	25	290	17	126	8	42	3	304	18	1659
Gwent	27	14	32	17	46	24	45	24	17	9	7	4	15	8	189
Hampshire	54	6	96	11	133	16	94	11	34	4	18	2	417	49	846
Hertfordshire	25	7	51	14	77	21	57	15	22	6	9	2	133	36	374
Humberside	31	10	53	17	64	21	44	14	23	7	6	2	86	28	307
Kent	33	8	79	18	92	21	74	17	31	7	20	5	108	25	437
Lancashire	45	6	126	17	148	20	147	20	59	8	34	5	185	25	744
Leicestershire	39	8	90	19	104	22	86	18	28	6	14	3	119	25	480
Lincolnshire	26	11	35	15	47	20	27	11	29	12	9	4	63	27	236
Merseyside	72	10	131	19	168	24	132	19	49	7	16	2	134	19	702
Metropolitan	265	8	580	17	710	21	524	16	202	6	88	3	986	29	3355
Norfolk	57	11	79	15	82	16	77	15	48	9	13	3	161	31	517
North Wales	16	6	44	15	66	23	52	18	38	13	10	3	60	21	286
North Yorkshire	13	4	22	7	50	15	43	13	23	7	9	3	174	52	334
Northamptonshire	17	5	42	12	52	15	42	12	15	4	9	3	175	50	352
Northumbria	60	11	96	18	147	28	95	18	44	8	17	3	68	13	527
Nottinghamshire	29	6	60	12	73	15	61	13	26	5	14	3	221	46	484
South Wales	43	7	89	15	93	16	87	15	41	7	15	3	221	38	589
South Yorkshire	61	15	92	23	91	23	69	17	20	5	21	5	47	12	401
Staffordshire	50	7	116	16	166	23	120	16	55	7	30	4	200	27	737
Suffolk	20	8	43	18	54	22	37	15	18	7	9	4	64	26	245
Surrey	19	4	29	7	44	10	40	9	18	4	8	2	283	64	441
Sussex	14	4	41	13	70	22	66	21	40	13	18	6	64	20	313
Thames Valley	78	11	156	22	133	18	109	15	40	6	22	3	185	26	723
Warwickshire	24	13	31	17	31	17	32	17	7	4	8	4	52	28	185
West Mercia	49	7	89	13	129	19	91	13	53	8	37	5	241	35	689
West Midlands	159	10	360	22	412	25	315	19	100	6	57	3	268	16	1671
West Yorkshire	86	13	146	22	113	17	105	16	33	5	9	1	163	25	655
Wiltshire	11	6	33	18	36	20	36	20	14	8	8	4	46	25	184
Total	1956	8	3827	16	4771	20	3787	16	1638	7	755	3	6760	29	23494

Table 3.3
Employment Status of Complainants

Police Force	Homemaker		Manual		Non-manual		Retired		Student		Unemployed		Unknown		Total N
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	
Avon & Somerset	11	2	110	19	82	14	14	2	22	4	71	13	256	45	566
Bedfordshire	14	5	48	16	67	23	7	2	15	5	32	11	112	38	295
Cambridgeshire	14	4	38	12	82	25	9	3	14	4	26	8	147	45	330
Cheshire	25	5	57	10	178	32	10	2	19	3	85	15	178	32	552
City of London	0	-	11	16	19	27	2	3	0	-	6	9	32	46	70
Cleveland	10	3	52	14	41	11	9	2	7	2	74	20	185	49	378
Cumbria	7	3	43	19	40	18	10	4	12	5	44	20	69	31	225
Derbyshire	13	7	49	27	40	22	9	5	7	4	30	17	31	17	179
Devon & Cornwall	27	4	127	18	85	12	24	3	11	2	69	10	366	52	709
Dorset	14	6	81	33	50	20	14	6	16	6	39	16	35	14	249
Durham	15	7	34	16	65	31	15	7	10	5	45	22	25	12	209
Dyfed-Powys	11	6	41	22	38	21	12	7	11	6	38	21	32	17	183
Essex	33	5	134	21	102	16	23	4	20	3	67	11	247	39	626
Gloucestershire	11	4	56	21	59	23	6	2	8	3	42	16	79	30	261
Greater Manchester	80	5	260	16	361	22	55	3	150	9	286	17	467	28	1659
Gwent	5	3	45	24	55	29	7	4	6	3	52	28	19	10	189
Hampshire	34	4	177	21	161	19	24	3	42	5	76	9	332	39	846
Hertfordshire	17	5	70	19	77	21	11	3	20	5	28	7	151	40	374
Humberside	10	3	66	21	27	9	5	2	17	6	41	13	141	46	307
Kent	16	4	120	27	39	9	14	3	16	4	61	14	171	39	437
Lancashire	34	5	108	15	169	23	24	3	35	5	103	14	271	36	744
Leicestershire	19	4	90	19	113	24	13	3	26	5	74	15	145	30	480
Lincolnshire	9	4	47	20	54	23	13	6	9	4	31	13	73	31	236
Merseyside	27	4	131	19	155	22	21	3	41	6	132	19	195	28	702
Metropolitan	103	3	478	14	879	26	88	3	242	7	447	13	1118	33	3355
Norfolk	33	6	86	17	76	15	18	3	34	7	83	16	187	36	517
North Wales	14	5	64	22	78	27	13	5	10	3	37	13	70	24	286
North Yorkshire	8	2	39	12	59	18	7	2	9	3	21	6	191	57	334
Northamptonshire	17	5	34	10	69	20	13	4	8	2	28	8	183	52	352
Northumbria	13	2	104	20	111	21	14	3	30	6	103	20	152	29	527
Nottinghamshire	13	3	101	21	54	11	15	3	20	4	58	12	223	46	484
South Wales	31	5	59	10	121	21	23	4	26	4	98	17	231	39	589
South Yorkshire	8	2	93	23	75	19	17	4	45	11	85	21	78	19	401
Staffordshire	17	2	162	22	100	14	24	3	22	3	90	12	322	44	737
Suffolk	10	4	45	18	62	25	12	5	7	3	34	14	75	31	245
Surrey	15	3	44	10	80	18	9	2	15	3	17	4	261	59	441
Sussex	14	4	25	8	85	27	13	4	4	1	49	16	123	39	313
Thames Valley	27	4	133	18	241	33	25	3	38	5	90	12	169	23	723
Warwickshire	7	4	25	14	46	25	5	3	12	6	30	16	60	32	185
West Mercia	38	6	115	17	93	13	25	4	20	3	77	11	321	47	689
West Midlands	60	4	346	21	382	23	44	3	88	5	363	22	388	23	1671
West Yorkshire	13	2	113	17	92	14	8	1	42	6	95	15	292	45	655
Wiltshire	9	5	27	15	64	35	9	5	3	2	22	12	50	27	184
Total	906	4	4088	17	4926	21	733	3	1209	5	3379	14	8253	35	23494

Table 3.4
Ethnicity of Complainants

Police Force	White		Asian		Black		Other		Unknown		Total N
	N	%	N	%	N	%	N	%	N	%	
Avon & Somerset	290	51	16	3	24	4	13	2	223	39	566
Bedfordshire	141	48	26	9	21	7	4	1	103	35	295
Cambridgeshire	236	72	20	6	10	3	7	2	57	17	330
Cheshire	302	55	5	1	11	2	3	1	231	42	552
City of London	22	31	6	9	7	10	6	9	29	41	70
Cleveland	170	45	8	2	0	-	4	1	196	52	378
Cumbria	185	82	0	-	0	-	1	0	39	17	225
Derbyshire	136	76	13	7	9	5	1	1	20	11	179
Devon & Cornwall	378	53	3	0	7	1	9	1	312	44	709
Dorset	198	80	1	0	10	4	10	4	30	12	249
Durham	198	95	3	1	1	0	0	-	7	3	209
Dyfed-Powys	148	81	6	3	1	1	6	3	22	12	183
Essex	289	46	4	1	16	3	15	2	302	48	626
Gloucestershire	206	79	4	2	11	4	11	4	29	11	261
Greater Manchester	921	56	107	6	62	4	45	3	524	32	1659
Gwent	149	79	0	-	3	2	1	1	36	19	189
Hampshire	470	56	26	3	26	3	14	2	310	37	846
Hertfordshire	254	68	18	5	21	6	11	3	70	19	374
Humberside	191	62	8	3	4	1	8	3	96	31	307
Kent	327	75	13	3	12	3	8	2	77	18	437
Lancashire	456	61	49	7	11	1	12	2	216	29	744
Leicestershire	270	56	51	11	22	5	17	4	120	25	480
Lincolnshire	140	59	2	1	4	2	2	1	88	37	236
Merseyside	495	71	7	1	29	4	20	3	151	22	702
Metropolitan	1296	39	269	8	782	23	129	4	879	26	3355
Norfolk	452	87	3	1	9	2	16	3	37	7	517
North Wales	181	63	3	1	0	-	4	1	98	34	286
North Yorkshire	117	35	5	1	3	1	3	1	206	62	334
Northamptonshire	134	38	10	3	15	4	7	2	186	53	352
Northumbria	408	77	15	3	5	1	4	1	95	18	527
Nottinghamshire	128	26	48	10	20	4	12	2	276	57	484
South Wales	274	47	12	2	9	2	16	3	278	47	589
South Yorkshire	266	66	21	5	20	5	12	3	82	20	401
Staffordshire	427	58	33	4	14	2	6	1	257	35	737
Suffolk	222	91	0	-	8	3	4	2	11	4	245
Surrey	130	29	11	2	9	2	5	1	286	65	441
Sussex	227	73	10	3	10	3	2	1	64	20	313
Thames Valley	442	61	62	9	64	9	22	3	133	18	723
Warwickshire	120	65	7	4	10	5	2	1	46	25	185
West Mercia	440	64	33	5	7	1	13	2	196	28	689
West Midlands	891	53	246	15	212	13	46	3	276	17	1671
West Yorkshire	283	43	67	10	28	4	19	3	258	39	655
Wiltshire	124	67	4	2	6	3	6	3	44	24	184
Total	13134	56	1255	5	1553	7	556	2	6996	30	23494

4

Characteristics of those subject to complaints

Local Resolution			Total		
N	%	N	N	%	N
15	7	205	8	11	74
1788	31	5710	31	42	2528
1476	28	2528	36	49	1376
489	9	873	37	50	493
127	3	493	31	41	91
135	3	780	24	32	780
22	1	780	29	38	780
12	0	780	16	21	780

Table 4.2
Means by Which
Number Of Allegations

Means by Which	Number Of Allegations
Oppressive conduct	Oppressive conduct
Unlawful/unnecessary	Unlawful/unnecessary
Discriminatory behaviour	Discriminatory behaviour
Irregularity in relation to evi	Irregularity in relation to evi
Corrupt practice	Corrupt practice

A total of 28,861 people serving with the police were subject to a complaint during 2004/05. Table 4.0 presents these people according to occupational status. Police officers were the largest group (95%), followed by civilian and contracted staff (4%) and special constables, traffic wardens and community support officers (1%). This picture is likely to reflect a number of factors, including the level of public contact and the type of contact. For example, it is likely that police officers will have a higher level of contact with the public, involving a greater degree of conflict than their colleagues in the other groups.

Monitoring information on those subject to complaints also has the potential to identify different experiences among those serving with the police. One problem police forces face when compiling this information is that in a small number of cases a complainant may not be able to provide enough information for an officer or other member of staff to be identified. However, when someone has been identified as being subject to a complaint, information on their personal characteristics should be available from police records.

Table 4.1 presents figures on the gender of those complained against, and shows that 79% were men, 17% were women and gender was unknown for 4% of people. There were very few notable variations across forces. The vast majority of forces had recorded gender in 96% of instances. Forces where gender was not known in a quarter or more cases were West Mercia (44%), Warwickshire (31%), Northamptonshire (28%) and Surrey (25%).

As noted above, the vast majority of people complained against were police officers. When looking at this group alone, 80% of those complained against were men, 16% women and 4% unknown. Home Office figures on police strength show that 78% of police officers in England and Wales are men and 22% are women (Bibi et al, 2005). The percentage of unknown persons subject to a complaint makes a direct comparison difficult, however, there appears to be a broad similarity between the workforce figures and those for complaints.

Table 4.2 presents the age of those subject to complaints. As in the case of gender, figures on age are relatively complete. In just two forces was the age of those subject to complaint

unknown in a significant number of instances (Surrey: 69%; Warwickshire: 100%). Ideally, information on age would be examined together with information on length of service. However, this is not currently available. Table 4.2 shows the peak age for those complained about was 30-39 years (39%). Those aged 20-29 years and 40-49 years each made up around a quarter of all those subject to complaints. This pattern may reflect the age distribution of the workforce across police forces in England and Wales.

Table 4.3 provides the ethnic background of those subject to a complaint. Comparison of this data with figures on the ethnic makeup of the police service offers the possibility of establishing whether certain ethnic groups are more likely to be the subject of complaints from the public. However, the ability to provide such an analysis is very limited due to the ethnicity being recorded as 'unknown' in 19% of instances. As stated above, in some cases forces will not be able to identify those people being complained about. The extent to which this explains the significant proportion of people 'unknown' is placed in perspective by the ability of large police forces which have received large numbers of complaints being able to provide near complete figures. The proportion of people of 'unknown' ethnicity in the Metropolitan Police (0%), Merseyside (2%), West Midlands (2%) and Greater Manchester (3%) varies significantly from those in Hampshire (91%), Gwent (88%), and Surrey (85%).

Table 4.0
Status of those Subject to a Complaint

Police Force	Police Officer Ranks		Other police staff, contracted staff		Specials, Traffic Wardens and CSOs		Total N
	N	%	N	%	N	%	
Avon & Somerset	637	95	28	4	5	1	670
Bedfordshire	315	95	14	4	4	1	333
Cambridgeshire	360	94	9	2	15	4	384
Cheshire	595	90	56	9	7	1	658
City of London	99	100	0	-	0	-	99
Cleveland	446	95	18	4	7	1	471
Cumbria	243	94	11	4	4	2	258
Derbyshire	279	98	4	1	2	1	285
Devon & Cornwall	567	84	97	14	8	1	672
Dorset	286	90	23	7	8	3	317
Durham	259	94	13	5	5	2	277
Dyfed-Powys	199	98	3	1	2	1	204
Essex	812	94	46	5	9	1	867
Gloucestershire	252	93	10	4	10	4	272
Greater Manchester*	-	-	-	-	-	-	2658
Gwent	216	94	11	5	4	2	231
Hampshire	950	94	62	6	2	0	1014
Hertfordshire	510	94	20	4	11	2	541
Humberside	425	96	11	2	7	2	443
Kent	686	97	17	2	5	1	708
Lancashire	883	95	49	5	2	0	934
Leicestershire	567	98	1	0	9	2	577
Lincolnshire	256	95	10	4	3	1	269
Merseyside	673	97	14	2	9	1	696
Metropolitan	3792	100	4	0	3	0	3799
Norfolk	464	92	25	5	15	3	504
North Wales	320	96	6	2	7	2	333
North Yorkshire	354	92	28	7	4	1	386
Northamptonshire	291	91	14	4	16	5	321
Northumbria	691	96	23	3	7	1	721
Nottinghamshire	551	92	36	6	15	2	602
South Wales	568	95	23	4	4	1	595
South Yorkshire	523	96	19	3	3	1	545
Staffordshire	725	92	40	5	23	3	788
Suffolk	302	94	9	3	9	3	320
Surrey	482	92	32	6	9	2	523
Sussex	388	83	80	17	1	0	469
Thames Valley	714	94	26	3	18	2	758
Warwickshire	241	88	23	8	11	4	275
West Mercia	637	95	24	4	9	1	670
West Midlands	2229	98	20	1	37	2	2286
West Yorkshire	828	95	39	4	8	1	875
Wiltshire	227	90	22	9	4	2	253
Total	24842	95	1020	4	341	1	26203

* Comparable figures not available for Greater Manchester Police. Greater Manchester recorded a total of 2658 officers who were subject to complaint bringing the total for England and Wales to 28861

Table 4.1
Gender of those Subject to a Complaint

Police Force	Female		Male		Unknown		Total N
	N	%	N	%	N	%	
Avon & Somerset	97	14	556	83	17	3	670
Bedfordshire	62	19	265	80	6	2	333
Cambridgeshire	60	16	294	77	30	8	384
Cheshire	123	19	514	78	21	3	658
City of London	18	18	73	74	8	8	99
Cleveland	80	17	381	81	10	2	471
Cumbria	44	17	197	76	17	7	258
Derbyshire	49	17	236	83	0	-	285
Devon & Cornwall	117	17	552	82	3	0	672
Dorset	53	17	263	83	1	0	317
Durham	52	19	222	80	3	1	277
Dyfed-Powys	29	14	175	86	0	0	204
Essex	182	21	671	77	14	2	867
Gloucestershire	58	21	213	78	1	0	272
Greater Manchester	446	17	2208	83	4	0	2658
Gwent	25	11	168	73	38	16	231
Hampshire	187	18	793	78	34	3	1014
Hertfordshire	94	17	392	72	55	10	541
Humberside	69	16	344	78	30	7	443
Kent	102	14	577	81	29	4	708
Lancashire	181	19	731	78	22	2	934
Leicestershire	82	14	470	81	25	4	577
Lincolnshire	34	13	205	76	30	11	269
Merseyside	86	12	593	85	17	2	696
Metropolitan	571	15	3219	85	9	0	3799
Norfolk	84	17	407	81	13	3	504
North Wales	49	15	267	80	17	5	333
North Yorkshire	53	14	304	79	29	8	386
Northamptonshire	49	15	181	56	91	28	321
Northumbria	121	17	587	81	13	2	721
Nottinghamshire	89	15	494	82	19	3	602
South Wales	77	13	471	79	47	8	595
South Yorkshire	116	21	429	79	0	-	545
Staffordshire	130	16	624	79	34	4	788
Suffolk	66	21	241	75	13	4	320
Surrey	67	13	325	62	131	25	523
Sussex	77	16	372	79	20	4	469
Thames Valley	126	17	608	80	24	3	758
Warwickshire	33	12	157	57	85	31	275
West Mercia	77	11	300	45	293	44	670
West Midlands	460	20	1807	79	19	1	2286
West Yorkshire	167	19	708	81	0	-	875
Wiltshire	59	23	191	75	3	1	253
Total	4801	17	22785	79	1275	4	28861

Table 4.2
Age of those Subject to a Complaint

Police Force	19 and below		20-29		30-39		40-49		50+		Unknown		Total N
	N	%	N	%	N	%	N	%	N	%	N	%	
Avon & Somerset	0	-	197	29	294	44	135	20	26	4	18	3	670
Bedfordshire	2	1	100	30	106	32	71	21	13	4	41	12	333
Cambridgeshire	0	-	64	17	131	34	85	22	20	5	84	22	384
Cheshire	0	-	155	24	243	37	115	17	18	3	127	19	658
City of London	0	-	26	26	37	37	24	24	3	3	9	9	99
Cleveland	0	-	94	20	215	46	130	28	10	2	22	5	471
Cumbria	0	-	59	23	105	41	73	28	16	6	5	2	258
Derbyshire	0	-	70	25	104	36	82	29	10	4	19	7	285
Devon & Cornwall	0	-	110	16	281	42	212	32	57	8	12	2	672
Dorset	0	-	94	30	134	42	73	23	14	4	2	1	317
Durham	0	-	76	27	117	42	71	26	10	4	3	1	277
Dyfed-Powys	1	0	35	17	100	49	61	30	7	3	0	-	204
Essex	3	0	259	30	336	39	199	23	52	6	18	2	867
Gloucestershire	1	0	75	28	109	40	74	27	11	4	2	1	272
Greater Manchester*	-	-	-	-	-	-	-	-	-	-	-	-	-
Gwent	1	0	46	20	104	45	45	19	4	2	31	13	231
Hampshire	1	0	272	27	385	38	263	26	55	5	38	4	1014
Hertfordshire	0	-	170	31	176	33	101	19	19	4	75	14	541
Humberside	2	0	85	19	180	41	117	26	17	4	42	9	443
Kent	1	0	225	32	277	39	148	21	25	4	32	5	708
Lancashire	0	-	217	23	428	46	258	28	20	2	11	1	934
Leicestershire	0	-	144	25	235	41	152	26	19	3	27	5	577
Lincolnshire	0	-	46	17	98	36	83	31	17	6	25	9	269
Merseyside	0	-	146	21	257	37	224	32	27	4	42	6	696
Metropolitan	1	0	1448	38	1454	38	793	21	94	2	9	0	3799
Norfolk	0	-	112	22	214	42	142	28	20	4	16	3	504
North Wales	3	1	54	16	155	47	108	32	6	2	7	2	333
North Yorkshire	0	-	57	15	140	36	114	30	18	5	57	15	386
Northamptonshire	0	-	51	16	114	36	81	25	6	2	69	21	321
Northumbria	0	-	188	26	338	47	170	24	19	3	6	1	721
Nottinghamshire	0	-	157	26	222	37	163	27	33	5	27	4	602
South Wales	0	-	62	10	220	37	134	23	11	2	168	28	595
South Yorkshire	1	0	112	21	259	48	151	28	20	4	2	0	545
Staffordshire	2	0	202	26	332	42	202	26	27	3	23	3	788
Suffolk	0	-	58	18	123	38	68	21	8	3	63	20	320
Surrey	0	-	4	1	67	13	77	15	12	2	363	69	523
Sussex	1	0	123	26	194	41	96	20	16	3	39	8	469
Thames Valley	1	0	199	26	222	29	163	22	20	3	153	20	758
Warwickshire	0	-	0	-	0	-	0	-	0	-	275	100	275
West Mercia	0	-	94	14	163	24	153	23	33	5	227	34	670
West Midlands	6	0	723	32	935	41	497	22	95	4	30	1	2286
West Yorkshire	5	1	226	26	381	44	231	26	31	4	1	0	875
Wiltshire	0	-	38	15	123	49	71	28	18	7	3	1	253
Total	32	0	6673	25	10108	39	6210	24	957	4	2223	8	26203

* Comparable figures not available for Greater Manchester Police. Greater Manchester recorded a total of 2658 officers who were subject to complaint bringing the total for England and Wales to 28861

Table 4.3

Ethnicity of those Subject to a Complaint

Police Force	White		Asian		Black		Other		Unknown		Total N
	N	%	N	%	N	%	N	%	N	%	
Avon & Somerset	622	93	2	0	5	1	3	0	38	6	670
Bedfordshire	302	91	15	5	6	2	4	1	6	2	333
Cambridgeshire	314	82	5	1	3	1	2	1	60	16	384
Cheshire	388	59	2	0	0	-	1	0	267	41	658
City of London	18	18	3	3	1	1	0	-	77	78	99
Cleveland	428	91	7	1	2	0	1	0	33	7	471
Cumbria	89	34	0	-	0	-	0	-	169	66	258
Derbyshire	276	97	4	1	1	0	3	1	1	0	285
Devon & Cornwall	615	92	1	0	3	0	3	0	50	7	672
Dorset	314	99	0	-	1	0	2	1	0	-	317
Durham	271	98	2	1	0	-	2	1	2	1	277
Dyfed-Powys	203	100	1	0	0	-	0	-	0	-	204
Essex	384	44	1	0	2	0	0	-	480	55	867
Gloucestershire	265	97	3	1	0	-	2	1	2	1	272
Greater Manchester	2438	92	49	2	23	1	65	2	83	3	2658
Gwent	26	11	0	-	0	-	2	1	203	88	231
Hampshire	88	9	0	-	0	-	0	-	926	91	1014
Hertfordshire	130	24	2	0	1	0	6	1	402	74	541
Humberside	346	78	2	0	1	0	3	1	91	21	443
Kent	603	85	5	1	3	0	7	1	90	13	708
Lancashire	761	81	23	2	3	0	113	12	34	4	934
Leicestershire	514	89	21	4	9	2	6	1	27	5	577
Lincolnshire	176	65	0	-	0	-	0	-	93	35	269
Merseyside	659	95	5	1	5	1	12	2	15	2	696
Metropolitan	3469	91	118	3	94	2	101	3	17	0	3799
Norfolk	431	86	1	0	0	-	8	2	64	13	504
North Wales	134	40	0	-	0	-	1	0	198	59	333
North Yorkshire	292	76	2	1	0	-	1	0	91	24	386
Northamptonshire	104	32	1	0	0	-	5	2	211	66	321
Northumbria	712	99	3	0	0	-	5	1	1	0	721
Nottinghamshire	522	87	6	1	9	1	3	0	62	10	602
South Wales	275	46	3	1	1	0	7	1	309	52	595
South Yorkshire	526	97	8	1	4	1	6	1	1	0	545
Staffordshire	718	91	3	0	3	0	7	1	57	7	788
Suffolk	304	95	1	0	1	0	0	-	14	4	320
Surrey	78	15	0	-	1	0	1	0	443	85	523
Sussex	424	90	0	-	1	0	2	0	42	9	469
Thames Valley	687	91	12	2	10	1	15	2	34	4	758
Warwickshire	163	59	4	1	1	0	1	0	106	39	275
West Mercia	306	46	1	0	1	0	1	0	361	54	670
West Midlands	2051	90	113	5	66	3	16	1	40	2	2286
West Yorkshire	656	75	21	2	5	1	5	1	188	21	875
Wiltshire	95	38	0	-	0	-	1	0	157	62	253
Total	22177	77	450	2	266	1	423	1	5545	19	28861

5 Outcome of complaints

Local Resolution			Total
N	%	N	N
15	7	205	205
8	11	74	74
1788	31	5710	5710
1476	58	2528	2528
489	36	1376	1376
127	37	873	873
135	31	493	493
22	24	91	91
12	29	780	780
10	29	780	780

Table 4.2
Means by Which
Number of Allegations

Means by Which	Number of Allegations
Oppressive conduct	74
Unlawful/unnecessary	74
Discriminatory behaviour	74
Irregularity in relation to evi	74
Corrupt practice	74

A total of 27,909 individual allegations were closed in 2004/05. This includes allegations recorded in previous years and marks an increase of 10% on 2003/04. Table 5.0 presents how allegations have been dealt with over the last twenty years. The recent trend has been for allegations to have been evenly divided across investigation, informal/local resolution and 'not proceeded with'. However, the figures for 2004/05 mark a major shift in that position with a significant growth in local resolution and a reduction in investigations. In 2003/04, 35% of allegations were dealt with by informal resolution (the predecessor to local resolution). In 2004/05 this figure has risen to 50%. Allegations not proceeded with have declined a small amount, from 34% to 30%, while investigations fell from 31% to 20%^{vii}.

The changes outlined above might be explained by a rise in minor complaints being reported and dealt with under local resolution. However, the number of allegations dealt with by investigation has fallen in real terms too. A total of 5,585 allegations were dealt with via investigation in 2004/05, compared to 7,761 in the previous year. This provides some support to the view that some allegations, which in the past would have been investigated, are now being dealt with under local resolution.

The category of 'allegations not proceeded with' includes dispensations and withdrawn allegations. Making up the 2004/05 figure of 8,388 are 4,737 dispensations granted by the IPCC and 3,651 allegations withdrawn by the complainant.

Table 5.1 presents figures on how allegations were finalised across all 43 police forces, while Box C (opposite) provides an outline of the different methods for handling complaints referred to in the table.

Given the substantial increase in local resolution, it follows that for the majority of forces, this was the method by which the largest numbers of their allegations were handled. Levels of local resolutions ranged from 76% in North Yorkshire, 69% in Durham and 66% in Lancashire to 28% in Dorset, 31% in Kent and 34% in Avon and Somerset and in the City of London.

Levels of investigations ranged from 54% in Sussex, 40% in Kent and 39% in Warwickshire to 9% in Cleveland and in Lancashire and 10% in Cumbria, North Yorkshire, South Wales and West Yorkshire. Two factors play a significant role in explaining differences between forces in terms of local

^{vii} In addition to withdrawn and dispensed allegations, the IPCC 2004/05 Annual Report states that 70 police investigations into complaints were discontinued during 2004/05 (IPCC, 2005b).

Box C

Ways in which complaints may be handled

Local resolution: for less serious complaints, such as rudeness or incivility, a complainant may agree to local resolution. Usually this involves a local police supervisor handling the complaint and agreeing with the complainant a way of dealing it. This might be: an explanation or the provision of information to clear up a misunderstanding; an apology on behalf of the force; and/or an outline of what actions are to be taken to prevent similar complaints occurring in the future.

Investigation: in certain circumstances it may be decided that a complaint requires a thorough examination of the incident. This involves the appointment of an Investigating Officer who will look into a complaint and produce a report which will state whether or not each allegation is substantiated.

Dispensation: in some cases there may be reasons not to take a complaint forward. Examples may include those complaints where there is insufficient information, or which are vexatious, oppressive or an abuse of the complaint procedures. In such cases a police force can apply to the IPCC for a dispensation which if granted means that no action needs to be taken with regard to the complaint.

Withdrawn: no further action may be taken with regard to a complaint if the complainant decides to retract the allegation(s).

Discontinued: in some instances police forces may find it impractical to conclude an investigation. This may occur when a complainant refuses to cooperate, the complaint is repetitious or refers to an abuse of procedure, or the complainant agrees to local resolution. In such cases the police force can apply to the IPCC to discontinue the investigation.

resolution and investigation figures. Firstly, the types of allegations received by forces need to be taken into account. The seriousness of these will restrict the extent to which local resolution can be used. Secondly, complainants have to agree to local resolution. In some cases a complaint may not be serious but the complainant may refuse to have it dealt with by local resolution, leading potentially to an investigation. Figures are not available for complainants' willingness to accept local resolution but these may vary across the country, as might the degree to which local resolution is promoted to complainants.

Table 5.1 shows that 13% of allegations were withdrawn by complainants. The proportion of withdrawn allegations ranged from 21% in Greater Manchester and 19% in Dyfed-Powys, through to 3% in City of London, Durham and Sussex. Dispensations made up 17% of completed allegations, with forces ranging from 29% in the City of London and 28% in Humberside to 1% in Sussex and 6% in Durham.

The increase in complaints raises the possibility that more complaints are being presented to the police which involve insufficient evidence for any action to be taken, or are vexatious, oppressive or an abuse of the complaint procedures. Such complaints would be dealt with by police forces requesting a dispensation from the IPCC to take no action about the case. However, a comparison of dispensation figures indicates that they have declined. In 2003/04 the Police Complaints Authority granted dispensations in relation to 5,863 allegations (Cotton, 2004). In 2004/05 the IPCC granted dispensations in relation to 4,737 allegations, marking a reduction of 24%.

Table 5.2 presents completed allegations by the type of allegation. Box D presents the allegation types most commonly or least commonly dealt with by the four procedures. The link between the seriousness of the allegation and the means by which it is handled can be seen by the figures on investigations and local resolutions. The allegation types most likely to be dealt with through investigation are those least likely to be handled via local resolution. Conversely, those allegations most likely to be dealt with via local resolution are those least likely to be handled through an investigation.

Table 5.2 and Box D also raise a point of concern with a number

of very serious allegations being dealt with by local resolution. Local resolution is not designed for allegations which may justify criminal or disciplinary action, so it is unclear why it is being used for allegations concerning ‘Serious Non-Sexual Assault’, ‘Other Sexual Conduct’ and ‘Sexual Assault’. In future years we will be able to trace these specific allegations to find out exactly how serious they are and the circumstances under which they were resolved.

Table 5.3 presents figures on the outcome of completed investigations over the last twenty years. The table highlights that the reduction in investigations in 2004/05 is part of a long-term trend. Despite this downward trend the proportion of substantiated and unsubstantiated allegations has remained stable over recent years, with 87% of allegations found to be unsubstantiated and 13% substantiated.

Table 5.4 presents figures on investigation outcome by police force area. Variations here may reflect the types of allegations being investigated, the level of evidence available in a particular case, and numbers of investigations completed. Substantiation rates ranged from 3% to 33%. However, percentage counts may give a misleading impression as some forces have relatively low numbers of investigated allegations. Of forces with at least 100 investigated

Box D

Most and least common ways in which allegations completed

Investigation	
<p><i>Most common</i></p> <ul style="list-style-type: none"> Serious non-sexual assault (52%) Other sexual conduct (50%) Sexual assault (43%) 	<p><i>Least common</i></p> <ul style="list-style-type: none"> Lack of fairness and impartiality (12%) Incivility, impoliteness, intolerance (12%) Traffic irregularity (13%)
Withdrawn	
<p><i>Most common</i></p> <ul style="list-style-type: none"> Multiple breaches of PACE (26%) Mishandling of property (22%) Improper disclosure of information (20%) 	<p><i>Least common</i></p> <ul style="list-style-type: none"> Incivility, impoliteness, intolerance (8%) Other sexual conduct (10%) Oppressive conduct or harassment (11%)
Dispensation	
<p><i>Most common</i></p> <ul style="list-style-type: none"> Other assault (33%) Sexual assault (27%) Mishandling of property (27%) 	<p><i>Least common</i></p> <ul style="list-style-type: none"> Lack of fairness and impartiality (7%) Improper disclosure of information (7%) Traffic irregularity (8%)
Local Resolution	
<p><i>Most common</i></p> <ul style="list-style-type: none"> Incivility, impoliteness, intolerance (71%) Lack of fairness and impartiality (69%) Traffic irregularity (66%) 	<p><i>Least common</i></p> <ul style="list-style-type: none"> Serious non-sexual assault (7%) Other sexual conduct (10%) Sexual assault (11%)

allegations, substantiation rates ranged from 3% in Merseyside to 24% in Warwickshire.

Table 5.5 presents figures for the outcome of investigations by type of allegation. Again, it is important to be aware of the amounts of actual allegations when reading this table. For example, the percentage of substantiated allegations for 'Other Sexual Conduct' is 60% which represents just three allegations. When looking at those categories with significant numbers, the most likely allegations to be substantiated were:

- Other Neglect or Failure of Duty (24%)
- Other Irregularity in Procedure (21%)

The figures indicate that in certain categories, although a larger proportion of allegations result in investigations, they have a lower probability of being substantiated. For example, 52% of all 'Serious Non-Sexual Assault' allegations were investigated and 4% of these investigations ended in substantiations. Conversely, while a lower proportion of allegations about 'Other Neglect or Failure of Duty' (23%) are investigated, a higher proportion resulted in substantiations (24%).

Appeals

The PRA 2002 grants the right to complainants to appeal to the IPCC about:

- the decision by a police force not to record their complaint;
- the process by which their complaint was handled under local resolution;
- the outcome of a police investigation into their complaint.

In 2004/05 the IPCC recorded a total of 1,033 appeals from complainants. Of these, 265 (26%) were found to be invalid. An appeal may be invalid for a number of reasons. For example, it may relate to a complaint which was made against the police prior to 1st April 2004, or it may have been submitted to the IPCC more than 28 days after the complainant was notified about the outcome of an investigation and with no special circumstances for the delay.

Of the 768 appeals which were valid 375 (49%) were against the non-recording of a complaint, 265 (35%) were against the outcome of an investigation and 128 (17%) were against the local resolution process.

Table 5.6 shows the outcome of valid appeals across all three categories. Overall, 239 (31%) were upheld, 492 (64%) were not upheld, 5 (1%) were withdrawn and 32 (4%) were ongoing.

When divided across all 43 forces it is evident that there are few appeals per force, and as such it is difficult to identify major trends in the appeals process. In future years cumulative data will be able to provide trend information which will enable the impact of appeals on the complaints system to be examined.

As outlined above, appeals against the non-recording of a complaint by police forces received the highest actual number of appeals (375) of the three appeal types. The non-recording of a complaint also received the highest proportion of upheld appeals (46%). Only 13% of appeals against the local resolution process and 20% of appeals against the outcome of a police investigation were upheld.

Misconduct Sanctions and Criminal Convictions

In 2004/05 misconduct sanctions were imposed on 1,204 officers (see Table 5.7). For 80 of these officers these sanctions resulted directly from, or were related to, complaints from members of the public. A total of 324 officers received sanctions resulting from a misconduct hearing. Of these, a total of 34 officers were dismissed and 57 officers were requested to resign. In 2004/05, 228 officers were convicted of criminal offences (see Table 5.8). Of these convictions, 67 were as a result of a complaint from a member of the public. There were 157 convictions for traffic offences, representing 69% of all convictions.

A change in how figures on misconduct sanctions and criminal convictions have been collated means that it is not possible to compare the above figures with previous years. However, we plan to expand the figures we provide on misconduct in future statistical reports.

Table 5.0
Means by Which Allegations Completed 1985 - 2004/05

Year	Allegations investigated		Allegations not proceeded with		Informal/Local Resolution*		Total N
	N	%	N	%	N	%	
1985	12805	45	13286	47	2162	8	28253
1986	13805	47	11335	39	4038	14	29178
1987	11356	41	11491	41	5085	18	27932
1988	10701	37	12144	42	5913	21	28758
1989	9229	31	12958	44	7125	24	29312
1990	12711	36	14225	41	7958	23	34894
1991	12142	34	14224	40	8980	25	35346
1992	10798	31	14984	43	9140	26	34922
1993	10484	30	14284	41	10126	29	34894
1994	9590	26	14658	40	12273	34	36521
1995/96	8653	24	15535	43	11652	33	35840
1996/97	10820	29	14286	39	11625	32	36731
1997/98	9840	27	13714	38	12280	34	35834
1998/99	9202	29	11423	36	11028	35	31653
1999/00	8048	26	11663	38	11096	36	30807
2000/01	9842	32	10639	34	10553	34	31034
2001/02	7705	29	9594	36	9402	35	26701
2002/03	7262	30	8593	35	8707	35	24562
2003/04	7761	31	8701	34	8914	35	25376
2004/05	5585	20	8388	30	13936	50	27909

* The Police Reform Act 2002 replaced Informal Resolution with Local Resolution in April 2004.

Table 5.1
Means by Which Allegations Completed 2004/05

Police Force	Allegations Investigated		Withdrawn		Dispensation		Local Resolution		Total N
	N	%	N	%	N	%	N	%	
Avon & Somerset	216	35	89	14	99	16	211	34	615
Bedfordshire	60	19	32	10	58	18	169	53	319
Cambridgeshire	87	27	15	5	36	11	182	57	320
Cheshire	100	15	101	16	55	8	392	60	648
City of London	33	34	3	3	28	29	33	34	97
Cleveland	35	9	50	13	89	22	224	56	398
Cumbria	25	10	38	15	47	18	152	58	262
Derbyshire	35	17	28	13	38	18	110	52	211
Devon & Cornwall	196	24	68	8	155	19	384	48	803
Dorset	98	35	35	12	69	24	80	28	282
Durham	69	22	10	3	18	6	217	69	314
Dyfed-Powys	54	22	45	19	33	14	111	46	243
Essex	73	12	103	17	113	19	314	52	603
Gloucestershire	87	26	25	7	67	20	156	47	335
Greater Manchester	208	11	410	21	281	15	1026	53	1925
Gwent	49	16	48	16	26	9	177	59	300
Hampshire	314	29	162	15	161	15	446	41	1083
Hertfordshire	82	17	52	11	72	15	274	57	480
Humberside	68	17	45	11	112	28	178	44	403
Kent	215	40	70	13	83	16	167	31	535
Lancashire	80	9	71	8	151	17	598	66	900
Leicestershire	95	22	68	16	62	14	204	48	429
Lincolnshire	44	17	18	7	46	18	148	58	256
Merseyside	104	18	75	13	134	23	265	46	578
Metropolitan	811	18	739	17	911	20	1995	45	4456
Norfolk	74	15	70	14	81	16	278	55	503
North Wales	72	23	15	5	36	12	186	60	309
North Yorkshire	57	10	26	5	51	9	413	76	547
Northamptonshire	70	20	17	5	46	13	216	62	349
Northumbria	148	20	98	14	102	14	374	52	722
Nottinghamshire	121	21	84	14	86	15	291	50	582
South Wales	47	10	70	16	81	18	250	56	448
South Yorkshire	220	31	30	4	116	16	345	49	711
Staffordshire	181	25	70	10	85	12	378	53	714
Suffolk	78	29	24	9	52	19	115	43	269
Surrey	125	27	43	9	56	12	231	51	455
Sussex	252	54	13	3	3	1	199	43	467
Thames Valley	174	22	83	10	190	24	360	45	807
Warwickshire	113	39	29	10	38	13	113	39	293
West Mercia	145	19	133	17	88	11	417	53	783
West Midlands	341	16	347	16	506	23	990	45	2184
West Yorkshire	79	10	81	10	154	20	464	60	778
Wiltshire	50	26	18	9	22	11	103	53	193
Total	5585	20	3651	13	4737	17	13936	50	27909

Table 5.2
Means by Which Allegations Completed 2004/05 by Type of Allegation

Number of Allegations	Allegations Investigated		Withdrawn		Dispensation		Local Resolution		Total N
	N	%	N	%	N	%	N	%	
A. Serious non-sexual assault	106	52	35	17	49	24	15	7	205
B. Sexual assault	32	43	14	19	20	27	8	11	74
C. Other assault	1117	20	917	16	1888	33	1788	31	5710
D. Oppressive conduct or harassment	450	18	270	11	332	13	1476	58	2528
E. Unlawful/unnecessary arrest or detention	386	28	222	16	279	20	489	36	1376
F. Discriminatory behaviour	216	25	125	14	205	23	327	37	873
G. Irregularity in relation to evidence/perjury	204	41	65	13	69	14	155	31	493
H. Corrupt practice	36	40	17	19	16	18	22	24	91
J. Mishandling of property	159	22	163	22	196	27	212	29	730
K. Breach of Code A PACE on stop and search	51	20	33	13	47	18	125	49	256
L. Breach of Code B PACE on searching of premises and seizure of property	115	21	80	14	105	19	253	46	553
M. Breach of Code C PACE on detention, treatment questioning	311	27	143	12	251	22	457	39	1162
N. Breach of Code D PACE on identification procedures	3	23	0	-	3	23	7	54	13
P. Breach of Code E PACE on tape recording	1	17	0	-	2	33	3	50	6
Q. Lack of fairness and impartiality	38	12	35	11	22	7	212	69	307
R. Multiple or unspecified breaches of PACE which cannot be allocated to a specific code	18	16	29	26	15	13	51	45	113
S. Other neglect or failure of duty	1184	23	680	13	407	8	2892	56	5163
T. Other irregularity in procedure	194	30	73	11	74	11	303	47	644
U. Incivility, impoliteness and intolerance	711	12	494	8	591	10	4316	71	6112
V. Traffic irregularity	51	13	49	13	29	8	256	66	385
W. Other	169	19	167	18	120	13	450	50	906
X. Improper disclosure of information	28	14	39	20	14	7	118	59	199
Y. Other sexual conduct	5	50	1	10	3	30	1	10	10
Total Allegations Completed	5585	20	3651	13	4737	17	13936	50	27909

Table 5.3
Outcome of Completed Investigations
1985 - 2004/05

Year	Substantiated		Unsubstantiated		Total N
	N	%	N	%	
1985	1155	9	11650	91	12805
1986	1129	8	12676	92	13805
1987	924	8	10432	92	11356
1988	853	8	9848	92	10701
1989	765	8	8464	92	9229
1990	847	7	11864	93	12711
1991	813	7	11329	93	12142
1992	760	7	10038	93	10798
1993	750	7	9734	93	10484
1994	793	8	8797	92	9590
1995/96	749	9	7904	91	8653
1996/97	834	8	9986	92	10820
1997/98	850	9	8990	91	9840
1998/99	745	8	8457	92	9202
1999/00	714	9	7334	91	8048
2000/01	903	9	8939	91	9842
2001/02	898	12	6807	88	7705
2002/03	941	13	6321	87	7262
2003/04	961	12	6800	88	7761
2004/05	745	13	4840	87	5585

Table 5.4
Outcome of Completed Investigations

Police Force	Substantiated		Unsubstantiated		Total Investigated
	N	%	N	%	N
Avon & Somerset	35	16	181	84	216
Bedfordshire	8	13	52	87	60
Cambridgeshire	19	22	68	78	87
Cheshire	16	16	84	84	100
City of London	1	3	32	97	33
Cleveland	9	26	26	74	35
Cumbria	5	20	20	80	25
Derbyshire	8	23	27	77	35
Devon & Cornwall	27	14	169	86	196
Dorset	17	17	81	83	98
Durham	5	7	64	93	69
Dyfed-Powys	7	13	47	87	54
Essex	9	12	64	88	73
Gloucestershire	10	11	77	89	87
Greater Manchester	28	13	180	87	208
Gwent	16	33	33	67	49
Hampshire	41	13	273	87	314
Hertfordshire	7	9	75	91	82
Humberside	8	12	60	88	68
Kent	26	12	189	88	215
Lancashire	8	10	72	90	80
Leicestershire	6	6	89	94	95
Lincolnshire	7	16	37	84	44
Merseyside	3	3	101	97	104
Metropolitan	104	13	707	87	811
Norfolk	10	14	64	86	74
North Wales	13	18	59	82	72
North Yorkshire	11	19	46	81	57
Northamptonshire	13	19	57	81	70
Northumbria	9	6	139	94	148
Nottinghamshire	24	20	97	80	121
South Wales	3	6	44	94	47
South Yorkshire	17	8	203	92	220
Staffordshire	21	12	160	88	181
Suffolk	11	14	67	86	78
Surrey	19	15	106	85	125
Sussex	45	18	207	82	252
Thames Valley	27	16	147	84	174
Warwickshire	27	24	86	76	113
West Mercia	22	15	123	85	145
West Midlands	33	10	308	90	341
West Yorkshire	8	10	71	90	79
Wiltshire	2	4	48	96	50
Total	745	13	4840	87	5585

Table 5.5

Outcome of Completed Investigations by Allegation Category

Number of Allegations	Substantiated		Unsubstantiated		Total N
	N	%	N	%	
A. Serious non-sexual assault	4	4	102	96	106
B. Sexual assault	3	9	29	91	32
C. Other assault	71	6	1046	94	1117
D. Oppressive conduct or harassment	57	13	393	87	450
E. Unlawful/unnecessary arrest or detention	28	7	358	93	386
F. Discriminatory behaviour	13	6	203	94	216
G. Irregularity in relation to evidence/perjury	20	10	184	90	204
H. Corrupt practice	2	6	34	94	36
J. Mishandling of property	12	8	147	92	159
K. Breach of Code A PACE on stop and search	9	18	42	82	51
L. Breach of Code B PACE on searching of premises and seizure of property	17	15	98	85	115
M. Breach of Code C PACE on detention, treatment questioning	44	14	267	86	311
N. Breach of Code D PACE on identification procedures	0	-	3	100	3
P. Breach of Code E PACE on tape recording	0	-	1	100	1
Q. Lack of fairness and impartiality	5	13	33	87	38
R. Multiple or unspecified breaches of PACE which cannot be allocated to a specific code	1	6	17	94	18
S. Other neglect or failure of duty	279	24	905	76	1184
T. Other irregularity in procedure	41	21	153	79	194
U. Incivility, impoliteness and intolerance	96	14	615	86	711
V. Traffic irregularity	8	16	43	84	51
W. Other	27	16	142	84	169
X. Improper disclosure of information	5	18	23	82	28
Y. Other sexual conduct	3	60	2	40	5
Total Allegations Completed	745	13	4840	87	5585

Table 5.6
Outcome of Appeals by Appeal Type

Appeal type	Upheld/Partially Upheld		Not Upheld		Withdrawn		Ongoing		Total
	N	%	N	%	N	%	N	%	N
Non-recording of a Complaint	171	46	190	51	3	1	11	3	375
Local Resolution Process	16	13	108	84	1	1	3	2	128
Outcome of an Investigation	52	20	194	73	1	0	18	7	265
Total	239	31	492	64	5	1	32	4	768

Table 5.7
Misconduct Sanctions Imposed on Officers

Misconduct Sanction	Number of Officers	Of which Related to a Complaint
Dismissal	34	5
Requested to resign	57	5
Reduction in rank	13	1
Fine	115	15
Reprimand	45	6
Caution	18	3
No action	42	0
Sub-total sanctions resulting from a hearing	324	35
Written warning	880	45
Total	1204	80

Table 5.8
Officers Convicted of Criminal Offences

Category of Offence	Number of Officers	Of which Related to a Complaint
Traffic	157	35
Violence against the person	27	15
Sexual offences	8	2
Robbery	0	0
Burglary	0	0
Theft etc	3	1
Forgery	1	0
Criminal damage	0	0
Perjury	1	0
Corruption	2	0
Drug Offences	8	8
Misconduct/Malfeasance	0	0
Other	21	6
Total	228	67

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Appendix A: **Additional Tables on Ethnicity**

Table A2.0

Self-defined Ethnicity of Complainant

Police Force	White		Asian		Black		Other		Unknown		Total N
	N	%	N	%	N	%	N	%	N	%	
Avon & Somerset	219	39	8	1	18	3	11	2	310	55	566
Bedfordshire	126	43	18	6	20	7	3	1	128	43	295
Cambridgeshire	217	66	18	5	10	3	7	2	78	24	330
Cheshire	239	43	4	1	9	2	2	0	298	54	552
City of London	17	24	5	7	4	6	3	4	41	59	70
Cleveland	148	39	8	2	0	-	4	1	218	58	378
Cumbria	184	82	0	-	0	-	1	0	40	18	225
Derbyshire	128	72	9	5	8	4	1	1	33	18	179
Devon & Cornwall	346	49	3	0	4	1	7	1	349	49	709
Dorset	163	65	1	0	8	3	8	3	69	28	249
Durham	194	93	3	1	1	0	0	-	11	5	209
Dyfed-Powys	146	80	6	3	1	1	5	3	25	14	183
Essex	170	27	2	0	8	1	9	1	437	70	626
Gloucestershire	203	78	4	2	11	4	11	4	32	12	261
Greater Manchester	921	56	107	6	62	4	45	3	524	32	1659
Gwent	135	71	0	-	2	1	1	1	51	27	189
Hampshire	231	27	5	1	10	1	8	1	592	70	846
Hertfordshire	227	61	16	4	21	6	10	3	100	27	374
Humberside	183	60	7	2	3	1	8	3	106	35	307
Kent	278	64	13	3	12	3	6	1	128	29	437
Lancashire	398	53	39	5	10	1	11	1	286	38	744
Leicestershire	231	48	39	8	17	4	16	3	177	37	480
Lincolnshire	85	36	2	1	2	1	0	-	147	62	236
Merseyside	457	65	6	1	25	4	18	3	196	28	702
Metropolitan	795	24	154	5	444	13	107	3	1855	55	3355
Norfolk	450	87	3	1	9	2	16	3	39	8	517
North Wales	151	53	3	1	0	-	4	1	128	45	286
North Yorkshire	102	31	3	1	3	1	3	1	223	67	334
Northamptonshire	99	28	6	2	11	3	3	1	233	66	352
Northumbria	371	70	11	2	5	1	3	1	137	26	527
Nottinghamshire	113	23	43	9	15	3	12	2	301	62	484
South Wales	201	34	6	1	8	1	10	2	364	62	589
South Yorkshire	215	54	12	3	14	3	8	2	152	38	401
Staffordshire	414	56	23	3	14	2	5	1	281	38	737
Suffolk	210	86	0	-	5	2	4	2	26	11	245
Surrey	65	15	5	1	3	1	1	0	367	83	441
Sussex	95	30	6	2	4	1	0	-	208	66	313
Thames Valley	378	52	43	6	57	8	19	3	226	31	723
Warwickshire	112	61	7	4	10	5	2	1	54	29	185
West Mercia	378	55	26	4	6	1	3	0	276	40	689
West Midlands	679	41	105	6	144	9	38	2	705	42	1671
West Yorkshire	257	39	54	8	19	3	15	2	310	47	655
Wiltshire	113	61	4	2	6	3	2	1	59	32	184
Total	10844	46	837	4	1043	4	450	2	10320	44	23494

Table A2.1
Police-recorded Ethnicity of Complainant

Police Force	White		Asian		Black		Other		Unknown		Total
	N	%	N	%	N	%	N	%	N	%	N
Avon & Somerset	287	51	16	3	21	4	10	2	232	41	566
Bedfordshire	141	48	26	9	19	6	5	2	104	35	295
Cambridgeshire	235	71	21	6	10	3	6	2	58	18	330
Cheshire	304	55	5	1	11	2	1	0	231	42	552
City of London	23	33	5	7	8	11	4	6	30	43	70
Cleveland	166	44	10	3	4	1	2	1	196	52	378
Cumbria	184	82	0	-	1	0	1	0	39	17	225
Derbyshire	135	75	13	7	9	5	1	1	21	12	179
Devon & Cornwall	362	51	4	1	6	1	9	1	328	46	709
Dorset	199	80	2	1	11	4	5	2	32	13	249
Durham	198	95	3	1	1	0	0	-	7	3	209
Dyfed-Powys	150	82	6	3	2	1	3	2	22	12	183
Essex	289	46	6	1	19	3	8	1	304	49	626
Gloucestershire	202	77	7	3	14	5	5	2	33	13	261
Greater Manchester	989	60	126	8	91	5	13	1	440	27	1659
Gwent	148	78	0	-	4	2	0	-	37	20	189
Hampshire	470	56	27	3	31	4	6	1	312	37	846
Hertfordshire	249	67	19	5	20	5	7	2	79	21	374
Humberside	186	61	10	3	4	1	9	3	98	32	307
Kent	303	69	11	3	12	3	4	1	107	24	437
Lancashire	446	60	49	7	10	1	8	1	231	31	744
Leicestershire	270	56	53	11	26	5	7	1	124	26	480
Lincolnshire	140	59	2	1	4	2	2	1	88	37	236
Merseyside	495	71	10	1	30	4	14	2	153	22	702
Metropolitan	1329	40	261	8	819	24	51	2	895	27	3355
Norfolk	452	87	3	1	10	2	15	3	37	7	517
North Wales	179	63	3	1	2	1	1	0	101	35	286
North Yorkshire	111	33	5	1	3	1	1	0	214	64	334
Northamptonshire	133	38	10	3	15	4	8	2	186	53	352
Northumbria	405	77	13	2	5	1	5	1	99	19	527
Nottinghamshire	128	26	48	10	24	5	6	1	278	57	484
South Wales	275	47	11	2	12	2	10	2	281	48	589
South Yorkshire	270	67	21	5	20	5	8	2	82	20	401
Staffordshire	426	58	33	4	14	2	5	1	259	35	737
Suffolk	222	91	1	0	8	3	3	1	11	4	245
Surrey	131	30	9	2	10	2	5	1	286	65	441
Sussex	227	73	11	4	9	3	2	1	64	20	313
Thames Valley	443	61	66	9	64	9	16	2	134	19	723
Warwickshire	119	64	5	3	11	6	3	2	47	25	185
West Mercia	438	64	33	5	7	1	13	2	198	29	689
West Midlands	885	53	247	15	223	13	33	2	283	17	1671
West Yorkshire	278	42	68	10	31	5	14	2	264	40	655
Wiltshire	123	67	4	2	5	3	6	3	46	25	184
Total	13145	56	1283	5	1660	7	335	1	7071	30	23494

Table A3.0

Self-defined Ethnicity of those Subject to a Complaint

Police Force	White		Asian		Black		Other		Unknown		Total N
	N	%	N	%	N	%	N	%	N	%	
Avon & Somerset	85	13	1	0	0	-	1	0	583	87	670
Bedfordshire	298	89	15	5	4	1	4	1	12	4	333
Cambridgeshire	311	81	5	1	3	1	2	1	63	16	384
Cheshire	140	21	0	-	0	-	0	-	518	79	658
City of London	17	17	3	3	1	1	0	-	78	79	99
Cleveland	350	74	6	1	1	0	1	0	113	24	471
Cumbria	76	29	0	-	0	-	0	-	182	71	258
Derbyshire	270	95	3	1	1	0	3	1	8	3	285
Devon & Cornwall	607	90	1	0	2	0	3	0	59	9	672
Dorset	311	98	0	-	1	0	1	0	4	1	317
Durham	266	96	2	1	0	-	2	1	7	3	277
Dyfed-Powys	203	100	1	0	0	-	0	-	0	-	204
Essex	2	0	0	-	0	-	0	-	865	100	867
Gloucestershire	264	97	3	1	0	-	2	1	3	1	272
Greater Manchester	2438	92	49	2	23	1	65	2	83	3	2658
Gwent	25	11	0	-	0	-	2	1	204	88	231
Hampshire	1	0	0	-	0	-	0	-	1013	100	1014
Hertfordshire	90	17	2	0	1	0	1	0	447	83	541
Humberside	335	76	2	0	1	0	2	0	103	23	443
Kent	10	1	0	-	0	-	0	-	698	99	708
Lancashire	7	1	0	-	0	-	0	-	927	99	934
Leicestershire	2	0	0	-	0	-	0	-	575	100	577
Lincolnshire	11	4	0	-	0	-	0	-	258	96	269
Merseyside	659	95	5	1	5	1	12	2	15	2	696
Metropolitan	0	-	0	-	0	-	0	-	3799	100	3799
Norfolk	431	86	1	0	0	-	8	2	64	13	504
North Wales	12	4	0	-	0	-	1	0	320	96	333
North Yorkshire	9	2	0	-	0	-	1	0	376	97	386
Northamptonshire	21	7	0	-	0	-	0	-	300	93	321
Northumbria	712	99	3	0	0	-	5	1	1	0	721
Nottinghamshire	265	44	1	0	2	0	2	0	332	55	602
South Wales	271	46	3	1	0	-	7	1	314	53	595
South Yorkshire	525	96	8	1	4	1	6	1	2	0	545
Staffordshire	542	69	2	0	1	0	4	1	239	30	788
Suffolk	168	53	0	-	0	-	0	-	152	48	320
Surrey	47	9	0	-	0	-	0	-	476	91	523
Sussex	234	50	0	-	0	-	0	-	235	50	469
Thames Valley	685	90	11	1	10	1	14	2	38	5	758
Warwickshire	102	37	2	1	0	-	0	-	171	62	275
West Mercia	29	4	0	-	0	-	0	-	641	96	670
West Midlands	176	8	12	1	4	0	1	0	2093	92	2286
West Yorkshire	618	71	21	2	5	1	5	1	226	26	875
Wiltshire	93	37	0	-	0	-	1	0	159	63	253
Total	11718	41	162	1	69	0	156	1	16756	58	28861

Table A3.1
Police-recorded Ethnicity of those Subject to a Complaint

Police Force	White		Asian		Black		Other		Unknown		Total N
	N	%	N	%	N	%	N	%	N	%	
Avon & Somerset	622	93	2	0	5	1	3	0	38	6	670
Bedfordshire	301	90	15	5	7	2	3	1	7	2	333
Cambridgeshire	313	82	5	1	4	1	1	0	61	16	384
Cheshire	388	59	2	0	0	-	1	0	267	41	658
City of London	9	9	3	3	1	1	0	-	86	87	99
Cleveland	363	77	6	1	2	0	1	0	99	21	471
Cumbria	88	34	0	-	0	-	0	-	170	66	258
Derbyshire	274	96	4	1	1	0	5	2	1	0	285
Devon & Cornwall	427	64	0	-	3	0	1	0	241	36	672
Dorset	313	99	0	-	1	0	2	1	1	0	317
Durham	271	98	3	1	0	-	1	0	2	1	277
Dyfed-Powys	204	100	0	-	0	-	0	-	0	-	204
Essex	383	44	1	0	2	0	0	-	481	55	867
Gloucestershire	265	97	3	1	0	-	2	1	2	1	272
Greater Manchester*	-	-	-	-	-	-	-	-	-	-	-
Gwent	6	3	0	-	0	-	0	-	225	97	231
Hampshire	88	9	0	-	0	-	0	-	926	91	1014
Hertfordshire	129	24	2	0	1	0	6	1	403	74	541
Humberside	343	77	1	0	1	0	4	1	94	21	443
Kent	602	85	5	1	3	0	7	1	91	13	708
Lancashire	761	81	23	2	3	0	113	12	34	4	934
Leicestershire	514	89	21	4	9	2	6	1	27	5	577
Lincolnshire	176	65	0	-	0	-	0	-	93	35	269
Merseyside	603	87	3	0	5	1	11	2	74	11	696
Metropolitan	3469	91	118	3	94	2	101	3	17	0	3799
Norfolk	428	85	1	0	0	-	7	1	68	13	504
North Wales	134	40	0	-	0	-	1	0	198	59	333
North Yorkshire	291	75	3	1	0	-	0	-	92	24	386
Northamptonshire	103	32	1	0	0	-	5	2	212	66	321
Northumbria	611	85	4	1	0	-	0	-	106	15	721
Nottinghamshire	523	87	6	1	9	1	2	0	62	10	602
South Wales	21	4	0	-	1	0	0	-	573	96	595
South Yorkshire	523	96	10	2	4	1	5	1	3	1	545
Staffordshire	714	91	2	0	3	0	7	1	62	8	788
Suffolk	303	95	1	0	1	0	0	-	15	5	320
Surrey	76	15	0	-	1	0	1	0	445	85	523
Sussex	424	90	0	-	1	0	2	0	42	9	469
Thames Valley	685	90	12	2	11	1	13	2	37	5	758
Warwickshire	159	58	3	1	1	0	2	1	110	40	275
West Mercia	305	46	1	0	1	0	1	0	362	54	670
West Midlands	2049	90	113	5	66	3	17	1	41	2	2286
West Yorkshire	656	75	21	2	5	1	5	1	188	21	875
Wiltshire	69	27	0	-	0	-	1	0	183	72	253
Total	18986	72	395	2	246	1	337	1	6239	24	26203

* Comparable figures not available for Greater Manchester Police. Greater Manchester recorded a total of 2658 officers who were subject to complaint bringing the total for England and Wales to 28861

Statistical Note: characteristics of complainants and those subject to complaints

Figures presented in Tables 3.0 to 4.3 on the characteristics of complainants and those subject to complaints are based on complaint cases recorded during the 2004/05 financial year. For a complainant or someone subject to a complaint to be included in the tables they must be linked to a complaint case recorded during that period. This may differ from how police forces calculate their figures locally.

In the percentage columns presented in the tables '-' denotes zero and '0' denotes less than 0.5%.

Some percentages may add up to more than 100% due to rounding.

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