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International Affairs Portfolio**

**Association of Chief Police Officers
in England, Wales and Northern Ireland**

**How to organise crime investigation as a police service –
How is crime investigation organised in the UK?**

[15 minute introduction of UK organisation]

TITLE SLIDE

Ladies and Gentlemen,

It is a great honour to be asked to contribute to your conference and to represent the British Police Service in Belgium. My talk will naturally focus on providing an overview of the structure of policing and crime investigation in the UK. However, through the presentations, seminars and more informal opportunities, I also look forward to learning more about the Belgian integrated police service, particularly because I am in a minority amongst British Chief Constables, having long argued for a single national police force in the UK.

I will briefly outline our UK policing structure before highlighting how crime investigation is organised.

SLIDE – UK Police Structure

The UK comprises 52 territorial police forces, 43 in England & Wales, one in Northern Ireland and eight in Scotland. Operational responsibility for policing within each force rests with a Chief Constable, of which I am one. As Chief Constable I have operational control for Hampshire Constabulary, policing Hampshire and the Isle of Wight, an organisation of around 6000 staff and a gross expenditure of over 464 million Euros (£318m) this year. We are organised into six territorial policing areas with two additional specialist command units providing support to area based staff as well as the management of a range of force wide assets.

SLIDE – Tripartite Arrangement (1)

In England and Wales a so called 'tripartite system' of governance operates for policing in each police force area. The balance of power lies between the Secretary of State for the Home Office, Chief Constable and Police Authority.

SLIDE – Tripartite Arrangement (2)

The Secretary of State for the Home Office is responsible for internal affairs in England and Wales including policing, immigration, nationality and counter terrorism matters.

Police Authorities were created by statute in 1994 (Police and Magistrates Courts Act) and came into existence in 1995. They are independent bodies made up of local people with the role of ensuring the maintenance of an efficient and effective police force in each local area. Each police force in England and Wales has a police authority with the Policing Board in Northern Ireland having a similar role to that of police authorities in England and Wales.



Operational policy making for the UK police service is organised through a central association, colloquially referred to as ACPO, the Association of Chief Police Officers. ACPO's members are police officers who hold the ranks of Chief Constable, Deputy Chief Constable or Assistant Chief Constable, or their equivalents, in England, Wales and Northern Ireland, national police agencies and certain other forces in the UK, the Isle of Man and the Channel Islands. Various chief officers chair an ACPO business area and, as well as Chief Constable for Hampshire Constabulary, I represent the UK police service for International Affairs; the reason I suspect why I am addressing you today.

I turn to the way crime investigation is organised in the UK. Each police force is responsible for recording and investigating crime which takes place in its geographic area. In order to effectively manage the investigation of low level, local-based crime on the one hand, as well as more serious and organised cross-border crime on the other, a framework with three distinct but compatible categories of crime activity is used. This forms part of what is referred to as the National Intelligence Model.

This provides a model for policing that ensures that information is fully researched, developed and analysed to provide intelligence that senior managers use to:

- provide strategic direction,
- make tactical resourcing decisions about operational policing and,
- manage risk.

It aims to integrate the use of intelligence across all areas of policing activity amongst forces and national law enforcement agencies, providing a minimum standard.

SLIDE – National Intelligence Model levels

The three levels of business cutting across all key crime areas are:

- Level 1 – Local level crime and disorder – investigated at a local OCU level,
- Level 2 – Force or regional level crime – investigated by specialised in force units in conjunction with each other and/ or with SOCA,
- Level 3 – Serious and organised crime that usually has a national and/ or international dimension – investigated by SOCA and/or the Security Services.

For the model to work effectively, it relies on:

- 1) an effective intelligence function to generate, process and assess intelligence in relation to key policing priorities,
- 2) a flexible tactical capability in place at every level to deal with the problems identified.

The first stage in the majority of criminal investigations is the initial report to the police by a member of the public. Public reports of crime are received in many different ways whether by phone, in person or as a result of officers attending an incident in response to a call for assistance.

Once reported, frontline uniformed officers conduct crime investigations as part of their day to day business alongside their operational patrol activity. In Hampshire, each Operational Command Unit also has a Criminal Investigation Department dealing with locally based serious, linked and series crimes. Local CID officers are supported by various specialist support functions as illustrated here.



SLIDE – Specialist Operations structure chart

For example, this support may come through the provision of intelligence packages from the Intelligence Directorate or Crime Scene Investigators from the Scientific Services Department who gather forensic evidence for later examination and comparison.

In most UK police forces, certain categories of crime investigations are dealt with in their entirety by specialised units. In Hampshire for example, all investigations into adult homicide are investigated by the Major Crime Department and all infant deaths by the Specialist Investigations Department. Level 2 drug supplying, human trafficking, complex property offences and 'crimes in action' such as kidnap are investigated by our Serious and Organised Crime Unit. In addition to the more common investigative techniques the Unit employs sensitive and covert tactics in order to tackle this level of criminality effectively.

Hampshire Constabulary's Special Branch gathers intelligence, in accordance with the National Intelligence Model, to meet national security requirements as well as to support the prevention of disorder, or the investigation of serious and organised crime. Special Branch also works closely with the Security Service for national security matters. In keeping with its national security counter-terrorist role, Special Branch Port Operations also provides a police presence at air and sea ports and has a responsibility in countering serious and organised crime and preventing child abduction.

It is not uncommon for some large scale criminal investigations to need more resources than a single police force can sustain. A well established and effective system of mutual support therefore exists between forces which ensures that resources can be marshaled nationally when required. For example, the police response following the bombings in London on 7 July 2005, although led by the Metropolitan Police Service, had a significant national dimension with all forces providing staff and specialist resources in support of the investigation. Another notable example of this level of mutual support was the search in 2002 for two missing school girls, Holly Wells and Jessica Chapman who were later found dead, having been murdered by their school caretaker. The case resulted in an unprecedented level of national and international media and public interest. As well as investigating a major crime, responsibility for managing this fell to a police force who police a predominantly rural part of the UK, with fewer than half the number of officers than in Hampshire, i.e. 1414 officers compared with 3882.

SOCA

Following its launch in April 2006, level 3 crime, that which has a national and/ or international dimension, is investigated by a single national body; the Serious and Organised Crime Agency (SOCA). Sponsored by the Home Office, but retaining its operational independence, it amalgamated various national agencies which existed previously. For example, the National Crime Squad (NCS), National Criminal Intelligence Service (NCIS), part of HM Revenue and Customs (HMRC) which dealt with drug trafficking and associated criminal finance, and a part of UK Immigration dealing with organised immigration crime (UKIS).

SOCA is an intelligence-led agency with law enforcement powers and harm reduction responsibilities. Harm in this context is the damage caused to people and communities by serious organised crime. So what does it do? Its remit includes organised crime threats to the UK, drugs trafficking (particularly class A



drugs such as heroin and cocaine), organised immigration crime including 'people smuggling' and trafficking people for exploitation, and fraud.

Although in its relative infancy, the theory is that SOCA will work closely with police forces in relation to both intelligence and operations to ensure there is an effective link between their efforts to combat organised crime at a national level and work conducted by forces in this regard at a local level.

What are the personal attributes required of an effective detective? At a fundamental level, the legal powers and unique role within society that the police force has, must, first and foremost bring a responsibility for all officers to act with integrity.

New recruits to the police service will rarely have had experience or knowledge of criminal investigation, both of which it is anticipated, will develop over time. Previous research (Torrington & Hall, 1995) has found that investigators must be interested in investigation and acquire a habit of gathering knowledge in order to be effective. They must also possess the desire and skills to learn. Without interest and motivation it will be difficult to understand investigative principles and link theory to its practical application.

All investigators must have a current and in-depth knowledge of the criminal law and the legislation regulating the investigation of criminal offences. Policing is such that decision making is often required in response to spontaneous events. Without such knowledge, officers could take action which is unlawful which may jeopardise the future admissibility of evidence in court.

The ability to make good, defensible decisions through the application of an investigative mindset is also critical. Coupled to this is the need for creativity of thought. Such thinking requires the investigator to look at a problem in other ways and to always consider that there may be other possible explanations for the material gathered.

So how do we determine our success in relation to crime investigation? Our ability to investigate crime effectively is one of the key aspects upon which we are collectively judged as a police service. In the UK this is largely measured through a combination of published detection rates for specific crime categories together with survey data generated through the British Crime Survey. Detection data provides the raw information which is interlaced with more subjective perceptions in relation to the public's fear of crime and satisfaction levels. The BCS seeks to measure the amount of crime in England and Wales by interviewing over 50,000 people aged 16 or over about their experience of crime in the last year. It also includes crimes which are not reported to the police, so provides a useful alternative to police records.

Hard figures are an important measure of whether or not we are delivering what is expected of us. However, becoming increasingly important is also *how* we perform from a customer satisfaction perspective be it in relation to call handling when the initial report is made, or whether or not we update a victim during an investigation or after it has concluded. Often, regardless of the actual outcome of an investigation, the lasting perception of the police and upon which any future interactions will be judged, is the quality of *how* you are dealt with. This continues to present a challenge to police forces given the pressures on overall resources and in a climate where we need to both effectively resource level two serious crime investigation as well as neighbourhood policing at the community level.



SLIDE – Questions?

I look forward to more detailed discussion of these areas and now stand ready to respond to your questions.

[20 minute discussion]

1. Briefly describe your national legislative framework for organising crime-investigation.
2. How is crime-investigation organised, taking into account the principles of community policing?
3. What are the 'critical success factors' to reach a 'service delivery with quality' within crime-investigation?
4. What are the essential personal skills/ attitudes to do crime-investigation?
5. How can crime-investigation contribute to achieve an excellent police?