POLICING A NEW CENTURY:

A BLUEPRINT FOR REFORM

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foreword

BY THE HOME SECRETARY, THE RT HON DAVID BLUNKETT MP

1   If there is one single expectation of Government which we share throughout our lives, it is security and protection. This is one of the most basic functions of all forms of Government throughout the ages.

2   This policy paper, as the forerunner to police reform legislation, inevitably concentrates on those aspects of reform which are primarily matters for the police. Nevertheless, we approach radical change not from the standpoint of those delivering the service, but from those reliant on it.

3   In simple terms, we want to look at the way in which we can substantially improve the standard, reliability, consistency, and responsiveness of the service. Men and women of all ages are sick and tired of anti-social thuggish behaviour. They are fed up with hearing that 'nothing can be done' or 'if only' someone else would do something, then 'we might be able to help'.

4   A new approach is needed from all of us, from Ministers to those we represent, from the beat constable to the chief constable, and from Parliament which should exert new influence on both outcome measures and sentencing through to the judiciary who apply and uphold the law. That is the spirit in which we approach this white paper. Outdated and outmoded attitudes, regulations and procedures, should be swept away. We need to work together to find answers.

5   Detection and conviction rates have fallen drastically over recent years. We must reverse this trend and once having established that it is not inevitable, set new targets for all those involved in the process. We must and will pick up the lessons of the research we commissioned over

the summer on the average amount of time spent by police officers in the police station rather than out in the community. We must start to use technology imaginatively, not only to streamline routine tasks, but also to improve basic communication.

6   Our task is clear. We want to prevent, detect, apprehend, and convict the perpetrators of crime. We need and will have a process that enables those undertaking the basic task of protecting our homes, our streets, and our persons, to do the job more effectively. Whether in dramatically slimming down bureaucracy and reassigning tasks in a way that frees up police officers to do their real job more effectively, or in extending what we are calling the 'police family' to engage others in policing, or in adopting more modern techniques: we will bring about change.

7   But the challenge of modernisation is to bring about the kind of improvements which are welcomed by everyone – except those more concerned about protecting their comfortable ways of working. The challenge to us is to provide the means which will enable police officers and support staff to work better, and to do their job free from complicated and time consuming procedures, unnecessary to achieve results or to protect basic rights.

8   From the establishment of a Standards Unit through to radical improvements in the operation of Crime and Disorder Reduction Partnerships, we will drive change forward. We wish to ensure that Police Authorities can do their jobs effectively, developing both their oversight and local accountability in a way which complements and reinforces the changes we seek to make. Leadership and management training, more effective use of resources at every level, and a decentralisation of decision making, will be at the heart of our proposals.

9   By April next year we should reach the highest level of police numbers in our history. We already have the highest number ever of support staff in the police service. No one need be worried that we are substituting support staff for trained police officers, but behind the record numbers of officers we will reach, will be support staff trained and focused on reducing the burdens that keep officers off the streets. We can develop a consensus around mobilising civic and neighbourhood renewal as part of the solution to crime and disorder. We can encourage the recruitment of many more Special Constables as part of that drive to use the strength of the community as part of that solution. Above all, we can see the drive against the disintegration and fracturing of decent behaviour, of acceptable standards, of mutual respect and decency, as something for all of us. Whether in tackling the scourge of hard drugs and the human misery and crime which it brings in its wake, or stamping out the petty crime and abuse of youngsters whose families have failed them by not providing a framework and structure for acceptable behaviour, we all have an obligation to act. For

whilst crime often strikes at individuals, it also erodes our society by undermining confidence, destroying community cohesion, and allowing intimidation to flourish in our most disadvantaged and deprived areas.

10   For it is those who are least able to buy their way out of deprived and drug-ridden neighbourhoods, who cannot afford private protection or security checks, who are the main victims of crime. So, for those who care most about human rights, it is the elderly and frail, the intimidated mother with children threatened by drug pushers, and those without a car to visit friends on winter evenings, who should provide the motivation for action and support.

11   In the end, it will not be the statistics on crime falling, or targets met for burglary or vehicle crime, but rather the difference felt in the neighbourhood and community itself which will be judge and jury of these reforms. It is time to focus on preventing crime and protecting the victims, and to place the weight of society behind this drive to reform the police.

Comments are invited on the white paper and should be sent, by 21 January 2002, to:

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It will be assumed that respondents are content for their comments to be attributed to them and made publicly available, unless the contrary is indicated. All responses may be included in statistical summaries of comments received.

This white paper is posted on the Internet on the police reform website: **www.policereform.gov.uk**

Note:

Wales has a distinctive status within the United Kingdom. A wide range of central government functions – although not those of the Home Secretary in relation to police matters – has been devolved to the National Assembly for Wales. The Assembly is an important partner for the Home Office in taking forward the crime reduction agenda in Wales, and is a significant co-funder, via Revenue Support Grant, of the Welsh police forces.

The proposals set out in this white paper largely apply to Wales as to England, but need to be read in the context of the National Assembly for Wales's distinctive social policies and initiatives. For example, references to Drug Action Teams should be taken in the context of Wales to refer to Drug and Alcohol Action Teams.

contents

executive summary

CHAPTER 1 – THE NEED FOR POLICE REFORM

1   The white paper outlines a radical programme for police reform. It demonstrates how criminal and anti-social behaviour can be tackled more effectively, how public confidence can be increased, and how better partnership working could achieve better outcomes. Its aim is to reduce crime and the fear of crime.

2   To deliver the service the public deserves the police service needs to be modernised. This requires:

- a streamlined and reformed management system;
- more modern employment terms and conditions; and
- better use of forensic and technological tools to aid prevention, detection and conviction.

Standards need to be raised and policing needs to be delivered more consistently as well as more effectively.

3   We need to build on our success. Progress has been made in tackling crime, and overall levels of crime have fallen. The Government has provided substantial additional funding for the police, the decline in police numbers has been reversed and the Government has set a new target of 130,000 officers by March 2003. The number of support staff has also risen.

4   There are significant challenges facing the police.

- Levels of crime are still too high. Street robbery in particular is a matter for concern, and there is a clear link between crime and drug use.
- Fears about crime remain high, despite overall crime levels falling. Anti-social behaviour can create insecurity and increase the fear of crime but the police cannot tackle this problem without the support of local partners.
- We must reverse the trend for the crime rates that are rising, and continue to drive down the rates of other crimes, in particular more serious and violent crimes. Significant improvements in the performance of the police and the criminal justice system are required.
- Targeting persistent offenders, who are a significant contributor to the overall level of crime, must be a priority. A Persistent Offender Task Force has been established to determine how best to achieve the manifesto goal of doubling the chance of a persistent offender being caught and punished.

- There has been a marked decline in the rates both of detection and conviction. In 1999-2000 only 24% of recorded crimes were detected, and only 9% resulted in a conviction. More effective law enforcement as well as more modern, efficient and appropriate judicial processes are required to address this problem.
- Police performance is too variable. The recorded crime detection rate for burglaries varied between 43.5% and 7.9%, and for robbery between 50.8% and 14.4% at force level. The variations and lack of consistency in policing across the country cannot be justified. Standards need to be raised and the newly created Standards Unit will have an important part to play in improving performance.
- Maintaining the confidence of the public is critical if the police are to continue to reduce crime and disorder. Better accessibility and good communications with the public are essential to ensure their vital co-operation. The Government is determined that policing must deliver the same service and the same respect to all sections of the community, and thereby increase confidence in the police. We remain committed to improving the community and race relations aspects of policing, and to delivering the Stephen Lawrence action plan.

In the end it will not be the statistics on crime falling, or targets met for burglary or vehicle crime, but rather the difference felt in the neighbourhood and community itself which will be the judge and jury of these reforms. It is time to focus on preventing crime and protecting the victims, and to place the weight of society behind this drive to reform the police.

CHAPTER 2 – POLICE REFORM – THE KEY PRINCIPLES

5 Police performance cannot improve without reform, and without the full partnership of the community.

- A new framework is needed to promote high standards so that every police force comes up to the standard of the best. The new Standards Unit will fill a critical gap in the present system, and will engage the service at Basic Command Unit (BCU) level to identify and spread the most successful approaches.
- Improved training, leadership and professionalism is required at every level of the police service, if it is to be ready to take on the challenge of a more varied and more satisfying approach to modern policing.
- A new framework covering police pay and conditions of service could, with the reform of the current system of regulations, result in a better, fairer, more flexible system for deploying and rewarding police officers. The Government has asked the Police Negotiating Board to advise on how best to meet the required outcomes.

- The most effective support from science, technology and information technology could transform policing. The Government has made a significant investment in this area, but a more consistent and co-ordinated approach is required across forces. New mechanisms are required which will ensure that key decisions on essential equipment and systems are better co-ordinated.

- Policing capacity could be further increased by making better use of the time and skills of the growing number of police officers. Police numbers are expected to reach record levels by April next year, and the Government is also committed to increasing the numbers of Special Constables, and improving their management and support in forces.

- Front line policing can be strengthened by enhancing the role of police support staff, and by giving them new powers which will allow them to take over tasks currently carried out by police officers for example in custody suites. Other support staff ('Community Support Officers') will be empowered to carry out basic patrol functions. They will provide a visible presence in the community with powers sufficient to deal with anti-social behaviour and minor disorder. Staff from outside the police service may also be given limited powers subject to the necessary training and police accreditation.

- More effective partnership working with other agencies would assist the police to deliver a reduction in crime and the fear of crime. Many individuals have positions of authority in their community and have a role to play in deterring crime and tackling anti-social behaviour and disorder.

CHAPTER 3 – TACKLING CRIME EFFECTIVELY

6 Detection and conviction rates must be improved. Every member of the police service contributes to securing the detection and conviction of offenders. The effective use of information and intelligence, the highest standards of detective work and the professional presentation of the case are essential.

7 Improvement will only occur if there is better inter-agency working, if persistent offenders are dealt with more effectively, if there is a focus on repeat victimisation and a better service is provided for victims and witnesses. The reforms to the police service will complement changes in sentencing as proposed by the Halliday Review, and recommendations for changes to Criminal Court structures and procedures following Sir Robin Auld's review.

8 The exploitation of technology by organised criminals raises new challenges for the police. Additional funding has been made available, and a long term strategy for combating hi-tech crime will be developed by summer 2002. The provisions of the Proceeds of Crime Bill will provide additional tools to help the police, including a new Assets Recovery Agency.

9   The police service needs to be effective against all criminal behaviour – organised gangs, persistent offenders, who commit about half of serious crime, and those involved in low level crime and disorder. This means finding ways of building on and supporting the professionalism of the police at all levels so that detection rates and conviction rates improve. The Government is to take the following action:

- **A National Centre for Policing Excellence is to be established** as part of the Central Police Training and Development Authority (CPTDA), to cover all aspects of operational policing, and to promote evidence-based practices. It will create a national training and development resource for crime and operations, and national facilities in relation to hi-tech crime, scientific support and specialist working with other agencies. Working with the Association of Chief Police Officers (ACPO), the Centre will produce a specification of theory and practice of investigation. The work will form part of the programme of good practice codes and guides co-ordinated by the Standards Unit.
- **A core of specialist detectives will be created** to improve investigative expertise, and civilian investigators will be used to increase capacity in specialist areas.
- **All forces will be required to adopt the core elements of the National Intelligence Model**, which sets out a focused approach to gathering and using intelligence. The model has been validated, and it is approved by HM Inspectorate of Constabulary (HMIC) as representing best practice in the use of intelligence to fight crime.
- **A new science and technology strategy will be developed** to focus on the capabilities needed to meet policing priorities, and it will reflect operational requirements for information management, forensic and technical support. The strategy will be developed in the context of work to integrate IT throughout the criminal justice system.
- **A Persistent Offender Task Force has been established** to supervise local implementation of strategies to tackle persistent offenders who are responsible for a disproportionate amount of crime, and success in tackling this group of offenders will have a marked effect on crime rates.
- **The Home Office will work closely with ACPO, HMIC and police forces to agree and deliver a repeat victims strategy**. By targeting repeat victims the police are more likely to detect persistent offenders, to help reduce repeat victimisation, and to provide reassurance and confidence to individuals and the wider community.

10   The Government has made a significant investment in tackling organised crime. The Standards Unit will advise on the most effective measures for local forces, but it is also important that forces co-operate and collaborate in the fight against organised crime. Further steps to strengthen capability against organised crime include enabling the National Crime Squad and the National Criminal Intelligence Service to recruit their staff directly from forces, and to build up a permanent cadre of experienced officers.

11   Prevention is also important. A great deal of work has already gone into ensuring that, through Home Office programmes, linked to those of other key central and local departments and agencies, there is a multi-disciplinary and inter-agency approach to crime prevention, and to providing appropriate interventions which reduce the chance of re-offending.

CHAPTER 4 – MAKING THE MOST OF POLICE OFFICERS

12   Public satisfaction with policing is good overall, but there is concern about levels of patrolling, and the fear of crime remains high. Many people experience incivility and anti-social behaviour, and there is an unfulfilled expectation of routinely seeing officers on the street.

13   The Government is determined to enhance both visibility of and accessibility to police services, and to improve police communications with the public. The following measures will result in reduced fear of crime and greater public confidence:

- The Standards Unit working alongside HMIC will ensure that good practice is identified, and the performance of all police Basic Command Units (BCUs) is brought up to the standard of the best. The Standards Unit will offer help and support to BCUs and forces to enable them draw on good practice and improve their performance. Training programmes will be specially developed for BCU Commanders. Police Authorities will be asked to provide information about BCUs in their annual Policing and Best Value Performance Plans. The Standards Unit will work with ACPO to consider greater delegation of resources and responsibility to BCUs.
- Police resources will be maximised in order to get more officers on the beat, and to make better use of them when they are there. This will be achieved by better deployment of the increasing number of police officers, tackling unnecessary bureaucracy, and enhancing the capacity of support staff (as explained below). Consideration is also to be given to see how IT can be used to reduce the amount of time officers spend away from front-line policing.
- The Government also wants to reverse the decline in numbers of Special Constables by better recruitment, retention, management and deployment of Specials.
- The Government will be making statutory provision to allow other police forces such as the Ministry of Defence Police and British Transport Police to operate outside their own jurisdiction either at the request of the local police force or in an emergency.
- A task force will look at reducing burdens and bureaucracy, and develop a strategy for implementing the key recommendations to come out of the PA Consulting study of the diaries of around 400 police officers, which provided a valuable insight into the everyday frustrations and delays they experience.

- The Government intends to set up a dedicated phone-line for non-emergency access to the police in England and Wales, subject to feasibility and cost. There has been a significant increase in 999 calls, and a dedicated non-emergency line would provide easier public access, and relieve pressure on emergency response systems.
- The Government also wants to encourage alternative means of access and communications including the use of the internet and websites.
- Good practice guidance on the approaches that can be used to enhance the accessibility and visibility of the police will be published.
- The status and training of support staff will be improved and the legal framework in which they work will be changed. Support staff will be empowered to undertake functions such as case management and detention duties in custody suites, and more powers will be provided for support staff acting as Scene of Crime Officers.

CHAPTER 5 – HELPING TO BUILD A CIVIL SOCIETY

14 The fight against crime and disorder can only be won if there is an increased police presence in the community, matched by the greater public involvement of other agencies, groups and individuals. The environment in which people live their daily lives is crucial to their sense of security and confidence. The Government is determined to do everything possible to support decent civil communities, and wishes to develop and support the 'extended police family'. This will be achieved as follows:

- The Government will enable chief officers to appoint support staff to provide a visible presence in the community, with powers sufficient to deal with minor disorder and anti-social behaviour. Community Support Officers would be uniformed and under the direction and control of the chief officer, and would have a vital role to play in support of the police in increasing public safety and contributing to the regeneration of an area.
- The Government intends to harness the contribution others working in the community, such as street wardens and security staff, could make to the fight against crime and disorder. This 'extended police family' would work on the basis of accreditation by the chief officer to ensure that staff from other organisations, including the private sector, had the character and training necessary for their proposed role.
- Schemes would be introduced at the discretion of the chief officer, and reviewed annually. They would need to fit into the overall policing plan for an area, as well as with local crime and disorder reduction strategies.
- Members of Accredited Community Safety Organisations would be eligible for similar powers as those for Community Support Officers but would be dependent on a specific role or local requirement. Powers would be only be accessible through the operation of a dual key: the employer would need to seek them and the chief officer would have to agree.

- Accredited organisations would remain responsible for their employees, but day to day co-ordination of activity and information exchange would be through the local beat manager, and there would be appropriate access to police command and control systems.
- The Government also wishes to encourage other groups working with the public to make a contribution to crime reduction and community safety. There will be a separate consultation on a framework for increasing community skills and knowledge in crime reduction, and to increase participation in local or partnership activity.
- The Government will support effective partnership working, and ensure that action is taken if partnerships fail to deliver. The Standards Unit will be promoting good practice in effective partnership working, and within the Best Value framework HMIC and the Audit Commission will work jointly to monitor and compare performance.
- The Government wishes to simplify partnership working relationships at the local level. Crime and Disorder Reduction Partnerships and Drug Action Teams have separate functions, but in many areas common membership. We believe it may be more effective to bring the two bodies together and we will be consulting practitioners about the best methods of working.
- The Standards Unit will work with the police to identify Policing Priority Areas where the machinery for engaging the local community needs to be developed. Pilot Policing Priority Areas will be established in January 2002 in London, Bristol, Bradford, Stoke and North Wales.
- The Government has put in place a range of measures to tackle anti-social behaviour. We need to ensure that these are deployed to best effect. Take up of Anti-Social Behaviour Orders (ASBOs) has been slow in some areas. To address concerns about their use procedures will be streamlined and a national procedure for obtaining, deploying and targeting ASBOs will be developed.

CHAPTER 6 – THE RIGHT PEOPLE IN THE RIGHT JOBS

15   The Government intends to deliver a modern police service in which managers can make the best, most flexible use of staff, and terms and conditions meet the diverse needs of the workforce. Police employment regulations are a bar to efficient and effective policing, and unresponsive to changing needs and pressures. They constrain the ability of police officers to have modern career patterns and fail to meet the aspirations of those now entering the employment market. The Government has asked the PNB to explore and agree ways of reforming the pay system and the current system of regulations. It is hoped that agreement in principle will be reached by the end of 2001. The PNB has also been asked to explore and agree ways of delivering a fair and more consistent approach to early retirement due to ill health.

16   Other changes needed if the police service is to get the best from its staff, and deliver a high standard of public service include:

- the development of national job related recruitment standards and a common assessment and selection process;
- improved training and development;
- the creation of greater flexibility in the deployment of officers;
- improved management of sickness and medical retirement – which will be assisted by the setting up of a new Occupational Health Service for the police; and
- the modernising of police pensions to make them more flexible and affordable for future entrants.

17   Recruitment and retention can be a problem in some parts of the country, for example London and south-east England, where the cost of living is high. The Government will allocate a share of the £250 million Starter Home initiative to meet the needs of officers where housing costs are highest. The Government is also exploring whether the problem of affordable housing for police officers can be tackled in other ways.

18   To increase public confidence and trust in the police and how complaints against them are handled, a new body, the Independent Police Complaints Commission, will be established through the Police Bill. Public access to the complaints system will be widened and it will be a priority to deal with complaints more quickly.

19   A new national framework is being put in place to improve the quality and consistency of police training:

- the new Central Police Training and Development Authority will be a centre of excellence on police training and operational policing;
- the Standards Unit will also have a significant role in identifying areas for improvement in training; and
- a new Police Leadership Development Board will ensure that the necessary leadership skills are reflected in training and development for all ranks in the police as well as for civilian support staff in leadership roles.

20   The Government is to introduce for the first time appraisal for chief officers. The Government also intends to use the Police Bill to improve the arrangements for the exercise of powers to suspend a chief officer or to require a chief officer to step down in the interests of efficiency or effectiveness. Appropriate safeguards for individual officers will be put in place.

CHAPTER 7 – MAKING IT HAPPEN

21   Driving up standards is at the heart of police reform. Some forces and BCUs achieve high standards, and proven good practice should be used for the benefit of all communities. To help the Police Service deliver a better and more consistent service to the public the Government is taking specific steps. These include:

- identification and dissemination of good practice by the Standards Unit;
- strengthening and developing HMIC to challenge the worst performers and recognise the best;
- a National Policing Plan to set out the Government's priorities for policing, how they wish to see them delivered and indicators by which performance will be measured; and
- a new three tiered-approach to good practice – regulations binding in law, codes of practice to which chief officers will have to have regard, and guidance which will be advisory.

22   The Government will set up a National Policing Forum to provide a formal structure to consider the key elements which should go into the National Policing Plan. The forum will include bodies with professional policing responsibilities, but also representatives from the voluntary sector and victims' support groups, as well as reflecting ethnic and other minority interests. We will make arrangements to ensure that the policing ideas being put forward for consideration are based on wide prior consultation. The forum will also provide a means for consulting on the requirement for codes and regulations. Through the CPTDA, ACPO will be centrally involved in the process for developing and drafting codes and regulations for the Home Secretary's approval.

23   In cases where a police force is not delivering an acceptable service the Home Secretary will have the powers to intervene to require improvement in performance, and a protocol will be agreed with ACPO and the Association of Police Authorities for the operation of the powers. Chief officers' operational independence will be protected as the powers will relate to performance, and will not be exercisable in relation to named individuals or cases.

24   The Government will support police authorities in their role of securing continuous improvement in performance and in representing the community.

CONCLUSION

25   The policies set out in the white paper represent a fundamental change to many aspects of policing. They provide a unique opportunity to modernise and reform the police service, to improve delivery to the public, to improve both the morale of the service and the confidence of the public, and to engage and work with the community. It will enable policing to meet modern needs, and to go on changing and developing to meet future needs. The flexibilities and opportunities set out in the White Paper will lead to a more professional police service, a more effective attack on crime and more confident local communities, both now and in the future.

Chapter 1

THE NEED FOR POLICE REFORM

1.1   This white paper sets out the Government's plans for reforming the police service and policing itself in England and Wales to meet the needs of the 21st century.

1.2   The purpose of this reform is to build communities in which crime and the fear of crime is reduced and in which people have confidence that criminal and anti-social behaviour is effectively confronted.

1.3   Communication technology and the increasing threat of international and organised crime has changed the nature of crime in many of our communities and therefore the challenge in tackling it. The actions that we take to reduce crime locally must be reinforced by the actions that we take at national, European and global levels to deal with organised crime, terrorism, trafficking and money laundering. Our legislation on Anti-Terrorism, Crime and Security, our proposals on extradition and our legislation on the Proceeds of Crime complement the proposals in this white paper.

1.4   The police service is at the heart of building safer communities as it has been during the considerable progress made in recent years. But it cannot achieve this alone. The community is vital in delivering the radical agenda that is necessary to meet the challenges ahead. This is why our policies for civil renewal and active communities are so important and why they must form an integral part of the agenda set out in this white paper, linking with the Crime and Disorder Reduction Partnerships and safer communities policies. The greater effectiveness and consistency of policing which we are setting out to achieve must be reinforced and supported by these wider community initiatives.

1.5   We owe an immense debt to the police. We take for granted an ordered society where we can go about our business peacefully. For most of us, calling on the police in an emergency is a rare event. But our confidence and security is built on the commitment, courage, and sometimes the sacrifice of ordinary police officers: men and women from every background, routinely going out to tackle problems which the rest of us would shy away from. The Government pays tribute to the police service – officers and support staff – and values their dedication; they have our full backing.

1.6   The Government also recognises the very important contribution to a safer community made through organisations actively involved in Crime and Disorder Reduction Partnerships and other aspects of regeneration and renewal.

1.7   But police reform is necessary to meet the needs of the 21st century. Given the £8.5 billion going into policing and community safety in England and Wales in the current year, it is not surprising that the public wants to see more effective, visible and modernised policing.

1.8   This white paper outlines a programme which will build confidence and demonstrate how partnership working can achieve more effective outcomes. It sets out how a modern police service with reformed management systems, modern employment terms and conditions and effective forensic techniques and technological improvements will lead to more crime being prevented and more criminals being detected and convicted. And it recognises that changes in the criminal justice system, including the treatment of witnesses and victims, will also be required.

1.9   A visible police presence, including those accredited by, and working with the police, will ensure that people can go about their business, walk down the street or use our public spaces in greater safety. The 'extended police family' will enable us over time to reduce rather than accept as inevitable anti-social, thuggish and disorderly behaviour. But policing alone cannot build better communities. Respect for others, the acquisition of basic standards of decency and a knowledge of what is right and wrong spring from adequate parenting and families. Dysfunctional families lead to dysfunctional communities which in turn makes it far harder for law enforcement agencies to do their job effectively.

We are building on success

CRIME IS FALLING

1.10   Since 1997, real progress has already been made in reducing crime – it has fallen by 21% according to the British Crime Survey (BCS)[1].

1.11   In the year from 1999 to 2000 the BCS shows a 12% fall in crime – the largest average annual fall in the 20 years of the BCS. Major offence groups also show significant falls:

- 19% fall in all violence measured by the BCS.
- 17% fall in domestic burglary.
- 11% fall in all vehicle thefts.

1.12   The chance of being a victim of crime has fallen to its lowest since the introduction of the BCS 20 years ago.

1.13   This is the third reduction in the BCS in a row. It is clear evidence of sustained success in tackling crime. And it is all the more striking as no commentator would have dared to predict such an outcome only a few years ago, when crime seemed to rise inexorably. Nevertheless, there is absolutely no room for complacency and we recognise that quite small changes in

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1   Kershaw, C., Chivite-Mathews, N., Thomas, R., and Aust, R. (2001) *The 2001 British Crime Survey, first results, England and Wales.* Home Office Statistical Bulletin 18/01. London: Home Office.

the availability of neighbourhood policing, or in broader issues relating to social cohesion, can substantially affect the continuing downward trend. And we know that any diversion of resources and manpower (for instance, in anti-terrorist work) exposes new opportunities for those dedicated to committing crime. That is why in the Pre-Budget Report on 27 November the Chancellor announced a further £30 million for reinforcing the work of the police to ensure that there is the least possible impact on normal policing and reassurance work arising out of the tragic events of 11th September.

POLICE NUMBERS AND RESOURCES ARE INCREASING

1.14   Record levels of investment are now being made in public services, including the police. Those working at the sharp end have made commendable progress in the delivery of the Government targets of achieving a 30% reduction in vehicle crime by 2004 and a 25% reduction in domestic burglary by 2005. But of course no matter how effective we are in reaching these targets, it will not be nationally proclaimed statistics, but change on the ground, a recognition that something substantial is happening to secure confidence and provide reassurance, which will be the real measure of success.

1.15   Substantial additional funding for the police has been provided through the Spending Review 2000. Central provision for policing is planned to rise from £7.7 billion in 2000-01 to £9.3 billion in 2003-04, a cash increase of over 21 per cent.

1.16   As a result of this investment, the long term decline in police numbers has now been reversed. Numbers of police officers fell from 128,290 in March 1993 – the previous high point, to 124,170 in March 2000. The Government's Crime Fighting Fund, introduced in April 2000, provided new resources, ring-fenced for extra recruits, in addition to those who would otherwise have been recruited. As a result, total officer numbers rose in the year to 31 March 2001 by over 1,300. In June this year we committed ourselves to reaching a total of 130,000 by the spring of 2004. In this white paper we set a new target. Firstly, that police numbers will match the previous all-time record of 128,290 by April next year, and then that they will reach 130,000 one year early, in the spring of 2003. We will, of course, require the co-operation of chief constables and police authorities in achieving these new goals, but we believe that high police numbers are the basis on which we can successfully build our proposals to expand the broader police family and increase the total number of those available to help with crime prevention, reduction, and detection.

1.17   The numbers of support staff have also risen from 53,011 in 1997 to 54,588 in 2001, the highest ever.

1.18   What will be important in the future is making sure that the conditions of service reward those on the front-line and provide the flexibilities necessary in today's labour market. We will also need to develop ways of complementing uniformed police activity with more flexible use of support staff and a greater integration of policing activity with community safety work carried out by other agencies. These issues are covered in chapters four and five.

The next challenges

1.19   Real progress has been made in the past four years, as the consistent fall in overall levels of crime demonstrates. It reflects hard work and professional commitment from the police and their partners. It provides a sound basis to build on for the future. But there are very significant challenges ahead.

LEVELS OF CRIME REMAIN TOO HIGH

1.20   Despite the fall in overall crime levels, the current levels of crime are too high. The chances of becoming a victim may be at their lowest level since the British Crime Survey began in 1981, but we must reduce them yet further. The large falls in the 'volume crimes' like car crime and burglary are in line with the Government's targets, but other important crimes have not yet been reduced so effectively.

1.21   Street robbery in particular is a matter of growing concern. The Government's target is to reduce robbery by 14% in five major cities by 2005. At present little progress has been made. Robbery rates are now rising in all five metropolitan forces which have targets for robbery – despite additional funding of £20 million provided for them in October 2000, for the period up to March 2005, specifically for tackling robbery.

1.22   In the year to March 2001, recorded crime figures for robbery overall show a rise of 12.9%. Violence against the person has risen by 3.4% and criminal damage by 1.5%.

1.23   There is a clear link between acquisitive crime such as theft and burglary and drugs use. Users of heroin and crack/cocaine represent nearly a quarter of all people arrested but are responsible for more than half (by value) of all acquisitive crime. 40% of arrested drug users admit to having committed property offences to pay for their drugs. Findings from the Youth Lifestyles Survey[2] suggest that three quarters of serious and/or persistent offenders aged 12-30 had used an illicit drug at some point – more than three times the rate for non-offenders.

2   Goulden, C., and Sondhi, A. (2001) *At the margins: drug use by vulnerable young people in the 1998/99 Youth Lifestyles Survey*, Home Office Research Study 228. London: Home Office.

1.24   Over the next few years we must reverse the trend for the crime rates that are rising, and continue to drive down the rates for other crimes, in particular the more serious and violent crimes. Police reform must equip the police service to do this job more effectively, through using the best techniques and developing the best IT and technological support. At stake is a total economic and social cost of crime to the country estimated at almost £60 billion for 1999-2000[3].

FEAR OF CRIME REMAINS HIGH

1.25   Although recent crime figures should provide considerable reassurance, public fears about crime remain high. More than half of the 2001 British Crime Survey sample believed that crime rates rose from 1999 to 2000, including 26% who thought it had risen 'a lot'. Recorded crime in fact fell by 2.5% over this period and the British Crime Survey showed a fall of 12%. The figure for public fear of crime is an improvement on the 2000 British Crime Survey, when two thirds thought crime had risen, but there is still a long way to go before public perception matches the real position.

1.26   The persistence of a high level of fear of crime is not caused by the public simply refusing to believe the crime statistics. Unruly youngsters, anti-social behaviour and environmental neglect can all create a sense of local disruption and insecurity that feeds the fear of crime. Research shows that people living in areas with high levels of disorder are more than twice as likely to be very worried about crime than those in areas with low levels of disorder[4]. This is why we are putting such importance on getting to grips with anti-social behaviour and disorder. We will expect the police at every level to work with local partners to clamp down on thuggish, brutal, and uncivilised behaviour wherever it occurs. Often drug dealing and the pyramid selling, which seek to ensnare in addiction those who then commit crime to feed their habit, increase the fracturing of the community and the disintegration of confident and strong communities.

1.27   We cannot expect the police to deliver this on their own, however. Parents and the wider family, education and the media, all have a part to play. Disrespect, abuse, noise, and other anti-social behaviour and nuisance, are not inevitable and should not be tolerated. Those who can buy their way out of these problems by where they choose to live, do so. We are determined that everybody else should enjoy the same freedom from unacceptable behaviour.

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3   Brand, S., and Price, R. (2000) *The economic and social costs of crime*. Home Office Research Study 217. London: Home Office.

4   Budd, T., and Sims, L. (2001) *Anti-social behaviour and disorder: findings from the 2000 British Crime Survey*, Home Office Research Findings 145. London: Home Office.

1.28 Although technically less serious as criminal offences, 'minor' anti-social offences repeated over a prolonged period can seriously damage the quality of life of a local community, creating the impression of an un-policed environment which may ultimately become a breeding ground for more serious crime. A single incident may well not be a priority for the police at the time, but the cumulative impact has a great bearing on community well-being and confidence.

1.29 Over the next few years we must tackle these problems and create a real sense of order and security in local communities so that the fear of crime can fall in line with crime itself. One key element will be to ensure that the police and other agencies have a visible and accessible presence in local communities, and that the role of the community beat officer is given the importance it deserves.

THE PERFORMANCE OF THE POLICE AND THE CRIMINAL JUSTICE SYSTEM MUST IMPROVE

1.30 Detecting, convicting and punishing criminals appropriately are at the heart of long-term crime reduction. In key areas of this, significant improvements in the performance of both the police service and the rest of the criminal justice system are required. The Auld Review of the courts and the Halliday[5] review of sentencing will both lead to important changes (see chapter three).

PERSISTENT OFFENDERS

1.31 In addition to tackling anti-social behaviour and disorder, facing up to and targeting persistent offending must be an immediate priority for improvement. Persistent offenders not only cause havoc in the community, but create major burdens on the criminal justice system in dealing with their criminal behaviour. A Home Office research report (due to be published early in 2002), estimates that out of the active criminal population of around one million, about 100,000 are persistent offenders, defined as those with more than three convictions. Although representing only 10% of active criminals, they commit about half of all serious crime. Targeting these persistent offenders by the police, probation and other agencies can reduce their levels of offending. Prompt and appropriate action by the criminal justice system can do the same. That is why the Government has established a Persistent Offender Task Force to determine how best to achieve the manifesto goal of doubling the chance of a persistent offender being caught and punished, and to oversee its delivery through local co-ordination and oversight, with persistent offender strategies in each area.

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5   Halliday, J., French, C., Goodwin, C. (2001) *Making punishments work; report of a review of the sentencing framework for England and Wales*. London: Home Office.

1.32   The same Home Office research shows that persistent offenders are more likely to give up crime the more often they are caught. It is therefore important to target police resources on identifying and apprehending persistent offenders more quickly and more often. Few police forces yet have a consistent and well-resourced strategy for tackling their local persistent offenders. Intelligence-led policing, increased collection and use of forensic evidence, and focusing attention on repeat victims have all been shown to work, and need to be pursued further. Making early interventions a priority for resources, target hardening to make it more difficult to gain access for burglary, and reducing re-offending through offender behaviour programmes and resettlement are also key means of tackling persistent offending. Our approach to persistent offenders is set out in full in chapter three.

1.33   There are also well established links between persistent offending and repeat victimisation. One in five of all burglary victims in 1999 were burgled more than once in the year and more than one in three victims of violent crimes were victimised again in the year[6]. Action to prevent repeat victimisation not only helps the victim but also curtails the opportunities for persistent offenders. Details are again covered in chapter three.

DETECTION AND CONVICTION RATES

1.34   Over the last twenty years there has been a marked decline in the rates both of detection and of conviction. In 1980, 40% of recorded crime was detected and 18% of recorded crime resulted in a conviction. By 1999-2000 the figures had fallen to 24% for detections and 9% for convictions. This is clearly unacceptable. We believe that we can and must do a great deal better. Whilst statistics on European and international comparisons are unreliable because of different definitions, it is clear that not only more effective law enforcement, but more modern, efficient and appropriate judicial processes will be necessary.

INTERNATIONAL COMPARISONS

- England and Wales continue to have one of the highest victimisation rates within Europe although crime levels have been falling in all European countries over the last five years.
- Public satisfaction with the police response (66% for England and Wales in 2000) was lower than Canada, the Netherlands, and Sweden (all at about 70%).
- In the period 1990-1995 the likelihood of a recorded offence resulting in a conviction fell more steeply in England and Wales than in France, Germany, Sweden or the Netherlands.

6   *Criminal justice: the way ahead* [White paper on criminal justice system reform] 2001. CM 5074, Home Office. London: HMSO2001.

1.35 Part of the decline in conviction rates undoubtedly reflects better ethical standards in recording crime, and evidential standards in courts have rightly been raised. But given the enormous resources devoted to the criminal justice system in general and not just to policing, the public is right to insist on a step change in overall effectiveness. This requires the determination and efforts of everyone who is involved in the processes of bringing an offender to justice. This includes helping the public to act as witnesses; supporting the police in accurate and effective processing and presentation of cases; and also, of course, the work of the court system and those who make their living within it.

1.36 Neither detection rates nor conviction rates on their own provide a full measure of the effectiveness of the police. Catching persistent and serious criminals and deterring future crimes must be the focus of police work, not pursuing prosecutions for the most trivial matters purely to boost conviction rates.

1.37 But by any standards, to detect less than a quarter of reported crimes and to secure a conviction for less than one in ten of them is not satisfactory. Research shows that the likelihood of conviction has more effect on deterring crime than the severity of sentence[7]. We have therefore set out in the consultation on the Halliday Review of Sentencing a clear direction for appropriate sentencing which provides a rigorous and tough approach to violent and persistent offenders, and a preventive and restorative approach to those committing a first and less serious offence. Consistently high standards of police work are critical as the start of the process that leads to a verdict in court and the ultimate resolution of the issue for the victim. We need clear strategies for targeting persistent offenders, and for bringing more of them to a conviction.

1.38 This is an area where the advances in technology, particularly the expansion of the DNA database to include all active criminals by April 2004, should play a very important part. But to be effective, advances in technology must be matched by the police service being able to exploit them to the full.

POLICE PERFORMANCE IS TOO VARIABLE

1.39 Even more worrying, perhaps, than the decline in detection and conviction rates over the last twenty years, are the variations and lack of consistency between the best and the worst policing in different parts of the country. The Audit Commission finds no explanation for the differences in performance, even allowing for varying local circumstances:

7 Von Hirsch, A., Bottoms, A.E., and Burney, E. (1999) *Criminal deterrence and sentence severity: an analysis of recent research.* Oxford: Hart Publishing.

> *'There remain, however, significant variations in performance between police forces. These variations cannot simply be explained by differences in workload or by the varying circumstances forces face...*
>
> *'There is no consistent link between increases in spending and improvements in performance. Of those forces that increased spending the most between 1994/95 and 1998/99, some registered improvements across a number of key indicators, others did not...'*
>
> Audit Commission[8]

1.40 The performance variations at force level are striking. The recorded crime detection rate for burglaries varies between 43.5% and 7.9%, for vehicle crime between 28.3% and 4.7%, and for robbery between 50.8% and 14.4%[9].

1.41 Standards vary similarly at more local level. Basic Command Units (BCUs) are grouped into 'families' with broadly similar characteristics so that comparative performance can be considered. A group of 30 comparable BCUs, for example, all in urban areas, show surprising differences in performance in relation to the key crime targets. The best and worst performers set out in the table below, based on figures for 2000-01[10]:

Offence	Best change in crime rate on 99-00	Worst change in crime rate on 99-00	Best detection rate 00-01	Worst detection rate 00-01
Violence against the person	-25%	+48.5%	89.6%	54.9%
Burglary dwelling	-35.5%	+5.6%	27.7%	5.5%
Theft of motor vehicle	-27.7%	+21.2%	19.3%	8.5%

8   Audit Commision (2000) *Local authority performance indicators 1998-99.* London: Audit Commission.

9   HMCIC (2001) *Annual Report 2000-2001*. London: HMIC.

10 Povey, D., (2001) *Recorded crime, England and Wales, 12 months to March 2001*. Home Office Statistical Bulletin 12/01. London: Home Office. [Tables 11 & 12, family 4]

1.42   There cannot be any justification for such variable performance in similar parts of the country. Nor can we accept that the risk of being burgled is four times higher in areas with the greatest economic hardship as compared with the most affluent. That is why the role of the new Standards Unit will be so important: it is the means by which we will drive up performance at the local level, spreading best practice and raising the standards of all to those of the highest performers (details are set out in chapter seven).

DEMANDS ON THE POLICE SERVICE NEED TO BE MANAGED BETTER

1.43   The number of 999 calls to the police has risen remarkably in recent years. In 1996-97 the figure stood at 7,297,219; in 2000-01 the figure was 9,597,934[11] – an increase of 31.5% in just four years. Undoubtedly this reflects the growth in mobile phone ownership over the period, and some 20% of the calls are 'silent' (see 4.49 for action on these) but the effect is to increase the demands for an immediate police response. In some areas the pressure of immediate response calls leads to significant delays in dealing with other business and a reduction in visible patrolling.

1.44   We are concerned about the extent to which the 999 number is now becoming overloaded by non-emergency calls. Following the success of national contact numbers for services such as NHS Direct and Crimestoppers, we intend to set up a single non-emergency contact number for police in England and Wales, subject to feasibility and costs. This will build on the success already achieved by forces that have introduced local single non-emergency numbers. A study on the feasibility will report by March 2002. This is likely to indicate that the concept is technically viable and will cover technical arrangements, costs and time-scales for implementation.

1.45   A system of this sort would enable members of the public to pursue non-urgent requests for information and also to report minor crime or anti-social behaviour without resorting to a 999 call. It would improve the police's ability to prioritise their response to the public. It would also enable the police to engage local authorities and others more effectively in tackling issues such as graffiti or the removal of abandoned vehicles. Such a call line might be known as 'Police Direct'. It would be our intention to pilot this by spring 2003. We will also be examining how best to match economies of scale with the need for a response which is sensitive to the locality.

11   *Op. cit.,* HMCIC, 2001.

PUBLIC CONFIDENCE, WHILE VARIABLE, IS TOO LOW

1.46   Success in reducing crime overall has not had a corresponding impact on the level of public
confidence in the police. The British Crime Survey respondents still rate the police the most
highly of all the agencies within the criminal justice system, but the levels of public confidence
are diminishing: in 1996 64% of respondents thought that the police did a good or excellent
job, by 2000 this had fallen to 53%[12]. An important aspect of public confidence is the handling of
complaints; the new procedures being introduced (see 6.55) are designed to address this issue.

1.47   Maintaining the confidence of the community they serve is critical if the police are to
continue the reduction of crime and disorder. A full dialogue with the public is essential to
ensure their vital co-operation, whether through provision of information and intelligence, as
witnesses in court, or coming together as a community to create local solutions. The report
of the HMIC thematic inspection into the visibility and accessibility of the police service,
Open all hours[13], recognises the virtuous circle whereby public confidence in the police and
active support for them leads to greater success in reducing crime and disorder locally,
which in turn further reassures people and encourages them to raise matters with the police.

1.48   The provision of a swift and effective response in an emergency is a core police requirement.
Most members of the public who have called the police in an emergency have been satisfied
with the response. But far more public contact takes place outside emergencies and the
awareness of a policing presence is an important part of the general level of reassurance.
Patrolling, especially on foot, gets a very low level of current public satisfaction:

Average percentage satisfaction[14] with:

	Response to 999 calls	Enquiry counters	Response to violent crime	Response to burglary	Service at road accidents	Level of foot patrols	Level of mobile patrols
98/99	85%	90%	82%	91%	92%	23%	47%
99/00	82%	87%	79%	90%	91%	20%	43%
00/01	80%	84%	77%	89%	90%	N/A	N/A

12   Mirrlees-Black, C. (2001) *Confidence in the criminal justice system: findings from the 2000 British Crime Survey*. Home Office Research Findings 137. London: Home Office.

13   HMIC (2001) *Open all hours*. London: HMIC.

14   Audit Commission (2001) *Local authority performance indicators 1999-2000*. London: Audit Commission. *Op. cit.* Audit Commission, 2000. [HMIC data for 00/01]

1.49   The consistent demand by the public for higher levels of visible presence by the police, particularly foot patrol, is well documented. The Audit Commission's report into police patrolling *Streetwise*[15], sees this demand as a reflection of a public need for evidence that there is order and authority on the streets. *Open all hours* also suggests that the stark contrast between satisfaction ratings for emergencies and patrol reflects a lack of public confidence that order is being maintained, and a public perception that the police are withdrawing from their communities.

1.50   This concern is reflected in the reasons given in the British Crime Survey 2000[16] for not reporting crimes to the police. While some incidents were regarded as trivial, a significant proportion of unreported crimes were not reported on the grounds that the police were seen as unable to do anything or unlikely to be interested. Respondents cited police-related reasons for 35% of unreported stranger violence, 38% of burglaries, 42% of thefts from vehicles, and 58% of unreported muggings[17].

1.51   There are, of course, particular concerns for women, members of ethnic minority communities, and other groups who are vulnerable to hate crime. Policing must deliver the same service and the same respect to the whole community. Research[18] shows that groups within the population which favour higher levels of visible police patrol see it as evidence of the maintenance of order and a key part of policing. A visible police presence was seen by ethnic minority groups as an important part of improving relationships between the police and local communities. Of course, the more available and accessible the police become, the higher the level of crime that is likely to be recorded. But more accurate recording of actual crime levels is to be welcomed alongside the expansion of the British Crime Survey to give us better information on crime at Basic Command Unit level as well as for police forces as a whole.

1.52   Particular high profile events have an impact on both perception and confidence. Last summer's serious public order disturbances in a number of our towns and cities have again underlined the importance of effective communication between the police and the ethnically diverse communities they serve. Reviews of those disturbances (to be published shortly) are likely to stress the importance of the police engaging effectively with all sections of the community. The police must promote understanding of their operations, tactics and powers, and they must

15 Audit Commission (1996) *Streetwise, effective police patrol*. London: Audit Commission.

16 Kershaw, C., Budd, T., Kinshott, G., Mattinson, J., Mayhew, P., and Myhill, A. (2000) *The 2000 British Crime Survey, England and Wales*. Home Office statistical bulletin 18/00. London: Home Office.

17 The 2001 BCS figures conflate policing reasons for non-reporting with trivial and no loss incidents and are not directly comparable.

18 Bradley, R. (1998) *Public expectations and perceptions of policing*. Police Research Series 96. London: Home Office.

enlist the support of local communities in the fight against crime and anti-social behaviour. They must be, and will be, even-handed but rigorous. The phrase 'without fear or favour' must be applied at all times whilst being sensitive to the particular nuances of the situation.

1.53   For ethnic minority communities there are serious concerns about disproportionate rates of police attention and a lack of confidence in policing. Recently published research[19] found clear differences between the experience of different ethnic groups:

- People from ethnic minorities worry more about crime than white respondents. This finding was true even when the sorts of areas in which respondents lived and their direct and indirect experiences of crime were taken into account.
- Although people from minority ethnic groups were prepared to seek help from the police, they were consistently less satisfied with the service they received than white respondents.
- Black people were more likely than either whites or Asians to be stopped by the police. When they were stopped, on foot or in vehicles, they were more dissatisfied with the treatment they received. Experience of the police as a suspect is a good predictor of lack of confidence in the work done by the police.

1.54   Since 1999, increasing the trust and confidence of ethnic minority communities has been a ministerial priority for the police, as recommended in the Stephen Lawrence Inquiry Report. Considerable progress has been made in delivering that priority:

- The Race Relations (Amendment) Act 2000 brought the police and other public services within the scope of anti-discrimination legislation.
- In many forces the police response to the handling and investigation of racist incidents has improved significantly.
- Proposals for a new independent police complaints system have been published and will be implemented through the Police Bill.
- A programme to ensure that all police officers undergo community and race relations training has been put in place.
- Demanding targets have been put in place for the recruitment, retention and progression of ethnic minority police officers.

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19 Clancy, A., Hough, M., Aust, R., and Kershaw, C. (2001) *Crime, policing and justice: the experience of ethnic minorities*. Findings from the 2000 British Crime Survey. Home Office Research Study 223. London: Home Office.

1.55   The Association of Chief Police Officers' manual on hate crime[20] draws together good practice and provides a benchmark for future action. The 2000 British Crime Survey[21] shows that the estimated number of racially motivated offences reduced by 28% between 1995 and 1999, from 390,000 to 280,000.

1.56   But there is a long way to go before we can be confident that the whole of the police service recognises and reflects the diverse society it serves and avoids disproportionate treatment of minority groups. The Government therefore re-states its commitment to improving community and race relations aspects of policing and to delivering the Lawrence action plan.

1.57   Cohesive local communities are vital to improving public safety and reducing crime and the fear of crime. Despite the fact that statistics show that women are far less likely to be victims of random, violent crime than men (particularly young men), reducing women's fear of crime is central to rebuilding communities and eliminating the pervasive sense of danger that consumes and debilitates so many neighbourhoods.

1.58   Fear often stems directly from poorly planned and neglected infrastructure: for example, dark subways, derelict properties and badly lit streets and stairwells. Partnership within the community, and with local authorities, is key to ensuring that design and planning take account of crime potential. Known crime black-spots need to be identified and dealt with. Visible policing, including the role of the extended police family, is necessary if people are to feel confident and secure. A sense of security and the knowledge that there is someone to call on in need is particularly important to women travelling alone on public transport, many of whom often feel vulnerable.

1.59   Sensitive policing approaches, using best practice in relation to serious crimes such as rape and sexual assault, have improved dramatically in recent years. A similarly understanding approach to the unique fears women often face is equally necessary.

1.60   Domestic violence is a crime that must be taken as seriously as any other violent crime. Victims of domestic violence will require support and a sensitivity that recognises the complex issues surrounding any inter-familial crime. We need to get across a clear message that domestic crime is unacceptable and will not be tolerated. The police are in a unique position to do this.

20 ACPO (2000) *Guide to identifying and combating hate crime*. London: ACPO.

21 *Op. cit.,* Kershaw et al, 2000.

1.61   The measures that will tackle these and the other problems of policing identified in earlier sections are set out in summary form in the following chapter.

Chapter 2

POLICE REFORM – THE KEY PRINCIPLES

2.1   Police reform must help to meet all the challenges set out in the previous chapter:

- to continue the reduction in crime;
- to tackle persistent offenders more effectively;
- to improve conviction and detection rates;
- to tackle anti-social behaviour;
- to reduce the fear of crime;
- to provide support to victims of crime; and
- to rebuild public confidence in key aspects of the police service.

2.2   The following chapters set out in detail how police reform will enable the police service in England and Wales to meet these challenges, assisted by the wider community. Here we set out some of the underlying reasons why we cannot expect police performance to improve without reform.

2.3   The police reform programme has identified six key areas for change; these are areas where the current structure and management of the police service hinders the development of best policing practice in every part of the country.

2.4   The police service needs:

A NEW FRAMEWORK TO PROMOTE HIGH STANDARDS AND BRING EVERY POLICE FORCE UP TO THE PERFORMANCE OF THE BEST

2.5   At present a large body of good practice guidance intended to tackle variations in practice and performance is published by the Home Office, the Association of Chief Police Officers, the Association of Police Authorities, and others. Forces and their Basic Command Units are regularly inspected by Her Majesty's Inspectorate of Constabulary.

2.6   No mechanisms exist, however, for ensuring that best practice is promoted systematically across the entire police service. As a result, successful innovation is slow to spread and variations in performance are not systematically challenged. This results in the wide variations in performance outlined in the previous chapter.

2.7   In chapter seven we set out how a new Police Standards Unit, revised performance measures, inspection and a statutory framework for best practice and policy will raise standards across the police service. The Standards Unit will fill a critical gap in the present systems, by taking the evidence from existing sources and then engaging at Basic Command Unit (BCU) level, both to identify the most successful approaches and to spread them to BCUs with poorer

performance. Ultimately there will be a power of intervention for the Home Secretary to ensure that performance improves if this cannot be achieved by any other route.

IMPROVED TRAINING, LEADERSHIP AND PROFESSIONALISM AT EVERY LEVEL

2.8 The police service is, of course, a professional service. But it is widely recognised by the service itself, the professional and staff associations, and police authorities, that more needs to be done to develop the professionalism of all police officers and support staff, and the Standards Unit will have a role in identifying needs.

2.9 The reforms set out in this white paper will require officers to take on the challenge of a more varied, but more satisfying, approach to modern policing. Whether officers are working as community beat officers or specialist investigators; whether they are leading police forces as Chief Constables or managing Basic Command Units, the modern police service will require improved training and leadership development. This needs to be linked to personnel policies that reflect contemporary career patterns, to the best management techniques, and to a more flexible approach to the roles of police officers and support staff.

2.10 Chapter six sets out our proposals to overhaul training at all levels; to accelerate promotion for the most able; to open up certain policing roles to those from other professional backgrounds; to enhance the position of officers on the front line; and to develop the best officers for senior leadership level.

BETTER USE OF THE TIME AND SKILLS OF THE GROWING NUMBER OF POLICE OFFICERS AND SUPPORT STAFF

2.11 By the end of March next year police numbers will have reached the previous record level and will reach 130,000 by March 2003. It is essential that we make the best use of their time and skills. But the effective management of police officers is hampered by out-dated regulations governing rosters and shift patterns. Police officers who want to be out in the community are often tied to police station duties by unnecessary bureaucracy and inefficient IT systems, or have time wasted by delays in court hearings.

2.12 *The Diary of a police officer*[22] showed that police officers spend an average of 43% of their time in the police station, and of that time 41% was spent on paperwork. The variation in performance in different forces and Basic Command Units also shows that the effectiveness with which officers are used can vary widely even in forces with similar crime problems and resources.

22 PA Consulting Group (2001) *Diary of a police officer*. Police Research Series paper 149. London: Home Office.

2.13   The management of sickness also varies considerably from force to force (see chapter six). Absences on grounds of ill health, as with medical retirement, vary so markedly that there must be room for forces to bring about big improvements in the way they manage this major drain on their human resources. The police service needs to address this as an absolute priority. The Standards Unit, using the evidence available, will work with the police service to overcome the problems which may lie in the way of effectively managing sickness absence among officers and support staff. Every officer who is off sick leaves a gap which another police officer may well have to cover at the expense of their own duties. The pressure that then builds up can lead to further sickness and absence. We will be setting up a new occupational health strategy for the police, firstly to prevent sickness where possible, and then to help the swift return to fitness and full duties of those who are sick or injured.

2.14   The first line of support for uniformed officers is the Special Constabulary. This comprises volunteers who are trained and equipped to police standards and have the full powers of a police constable. The Government greatly values their role and their personal commitment to the community. However, the number of Specials has declined seriously in recent years from a peak of 20,573 in December 1993 to 12,738 in March 2001. Research[23] indicates that the main reasons why Specials left were work or study commitments (22%), to join the regular police (19%), or domestic reasons (15%). Other factors which influenced the decision to leave included poor supervision, training issues, not feeling valued, uninteresting duties, and not being deployed in a worthwhile manner. We are committed to raising the number of Specials through improvements to the ways Specials are managed and deployed by forces. We are also considering national and local recruitment campaigns and are exploring the case for paying them an allowance in recognition of their public service.

NUMBER OF SPECIALS

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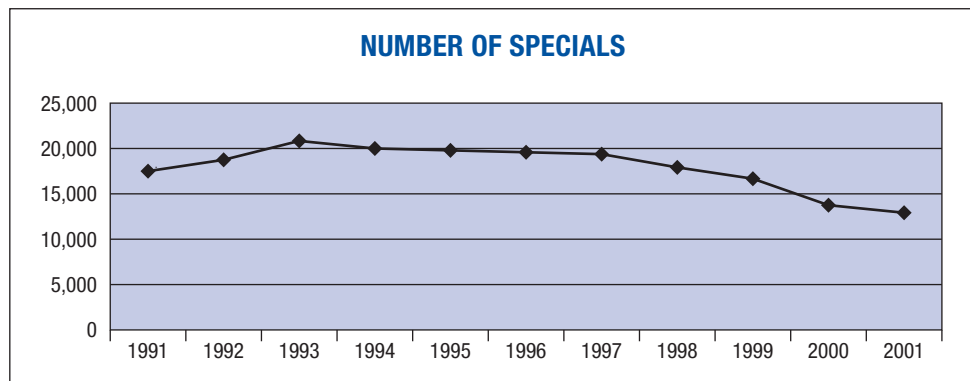
23   Alexander, J. (2000) *An investigation into the premature wastage of Special Constables*. London: Home Office.

2.15   Some police forces are keen to provide additional support to front-line officers by broadening the role of their traffic wardens or by employing additional support staff for patrolling and similar duties. There has also recently been a substantial investment in Neighbourhood and Street Wardens, linked to Neighbourhood Renewal and other cross-Government investment in reassurance measures.

2.16   We are going to create a further major increase in policing capacity by introducing a new range of policing options:

- police support staff (under the command and control of the chief officer) will be given the powers to carry out many of the functions in custody suites which currently keep the arresting officer off the streets while processing an arrest;
- police support staff will also be given powers enabling them to carry out a basic patrolling function in the community, providing an increased visible presence and exercising the powers necessary to deal with anti-social behaviour and minor disorder; and
- staff from outside the police service will be able to exercise similar powers, subject to agreement and the necessary training and police accreditation.

2.17   These measures will be matched by improvements in the internal management of the police service which will also increase the effective capacity of the service. These will include:

- reform of police regulations to allow more flexibility in deployment to meet operational needs;
- increased opportunities for part-time work;
- increased devolution of management responsibility to Basic Command Unit commanders as good practice is established; and
- introduction of an occupational health strategy to reduce levels of sickness absence and ill-health retirement.

2.18   In many cases these changes will also improve the management of civilian support staff as well as police officers. Support staff carry out a huge variety of vital tasks without which no police force could serve its community properly, and the Government is committed to recognising and supporting the vital role which they play.

BETTER, FAIRER AND MORE FLEXIBLE SYSTEMS OF REWARDING POLICE OFFICERS

2.19   Police pay is determined by rank and length of service. Yet the roles and responsibilities of officers vary far more than this simple pay structure allows. Some exercise a key leadership role in local communities; others work in some of the most challenging communities in the country; some have developed particular and specialist skills.

2.20   The current pay system often create disincentives for officers to work in the very roles that the police service and the public most need and value. It has too few rewards for those who want to stay in direct contact with the public on the streets or who reach the highest level of professional competence.

2.21   Chapter six outlines how a new framework covering police pay and conditions of service could, with reform of the current system of regulations, result in a better, fairer and more flexible system for deploying and paying police officers. The Government has asked the Police Negotiating Board to advise on how best to meet these outcomes.

THE MOST EFFECTIVE SUPPORT FROM SCIENCE, TECHNOLOGY AND INFORMATION TECHNOLOGY

2.22   Scientific and technological developments are transforming policing in England and Wales. In 1999 the Government announced £34 million of additional funding to expand the DNA database, with a further £168 million over three years announced in 2000. The expansion programme began in April 2000. Last year 14,785 crimes were detected using the DNA database compared with 8,612 the previous year. The new Airwave communications system has passed its initial tests and its installation in police forces has begun, supported by £500 million of central funding. Airwave provides a secure radio system which will enable forces to communicate directly with each other. It identifies the location of the officer and enables the control room to task and deploy individual officers. It provides access to national databases and enables pictures and other data to be sent directly to the officer on the beat. It also offers improved officer safety through a single alarm button. New fingerprint technology is bringing rapid automated identification of prints to all police forces. Identity parades by video presentation are now being used in one force.

2.23   Despite these successes, the record of the police service in developing and installing scientific and IT systems is patchy. Too often different forces have opted for different approaches while new national systems have been delivered late or not at all.

2.24   The possibilities of exploiting science and technology to tackle crime are expanding all the time – we are developing a roadside screening device to measure drug induced driving impairment. But at the same time criminals are using the technological developments to commit crime in new ways.

2.25   It is essential that the police service is able to keep at the forefront of technological development and to make the best use of IT, including the necessary links with the wider criminal justice system.

2.26   Chapter three sets out how science, technology and IT will be co-ordinated in the modernised police service and how we will ensure that key decisions in essential equipment are co-ordinated across all police forces.

STRONGER PARTNERSHIPS BETWEEN THE POLICE AND OTHER BODIES

2.27   We will only be successful in reducing crime, tackling the fear of crime, and bringing more criminals to justice if the police service can work effectively in partnership with many other agencies. This is a key part of our wider agenda for social regeneration and building a civil society.

2.28   We must engage local agencies and the local community in helping reduce crime and disorder and making their neighbourhoods safer. Local Crime and Disorder Reduction Partnerships are the key local partnerships to co-ordinate crime reduction and to engage these groups. There are 376 partnerships established under the Crime and Disorder Act 1998 to draw up and implement local strategies for tackling crime and disorder in their areas. The local authority and the chief officer of police are jointly tasked with this function, and under the Act other public agencies, such as health, probation, and education must co-operate in formulating and delivering the strategy. In addition, participation must be invited from the voluntary sector, Neighbourhood Watch, bodies representing the interests of different social groups, including ethnic minorities. We are examining the roles of the different local groups involved in partnership working to identify those agencies who are able and willing to take on a more active part in local crime reduction.

2.29   Whilst many of these partnerships are working well, others need to be strengthened. We particularly need to ensure that all relevant agencies participate actively and are represented at a decision making level. Local authorities in England share the same crime reduction targets under Best Value as the police. We need to raise standards as vigorously for them as for the police, and will use the Best Value powers covering inspection and intervention under the Local Government Act 1999 to do so where necessary.

2.30   We are looking at ways to improve the participation of voluntary and community groups and make best use of their local knowledge. The role of the voluntary sector is too often overlooked in discussions of policing and crime reduction. But it has a very important part to play, whether through Neighbourhood Watch, Crimestoppers, Crime Concern, the National Association for the Care and Resettlement of Offenders, Victim Support, or community groups of various kinds. Very often it is such voluntary groups who can provide the best route to engaging with a community's real needs and securing its active support and co-operation. We have to ensure that partnerships are fully aware of the range of voluntary groups in their

areas and understand how they can help. Partnerships should conduct regular reviews of the participation of the voluntary sector in their work – and indeed of the potential contribution of those voluntary groups who are not actively involved.

2.31 Alongside the police are many others whose jobs are vested with authority and who play an important role in deterring crime and tackling disorder and environmental problems. They include traffic, neighbourhood and street wardens, security guards in shopping centres, park keepers and other authority figures. This 'extended police family', if accredited and co-ordinated by the police, could have a much greater effect on reassuring the public, information gathering, crime prevention and reporting and tackling environmental problems. To be accredited they would have to be of suitable character and trained to approved standards. They would then be able to exchange information with local police regularly, have access to communications systems, and be visibly identified as working in co-operation with the police service. Where required, they may be given the powers necessary to deal with anti-social behaviour and disorder, and to detain individuals pending the arrival of the police; this would of course be subject to further training.

2.32 The partnership between the police and private sector organisations is important. Work with the motor industry has made a major contribution to reducing car crime. The police, the Home Office and the private sector are working together to tackle both mobile phone crime and credit card fraud. But these partnerships are ad hoc. And in some areas, city centre entertainment venues can effectively require an expensive police presence out of all proportion to the contribution they pay. We will explore with the business sectors concerned the scope for building on the principles of some of the voluntary schemes described in chapter five, which provide for extra policing requirements as a joint police/ private sector funding partnership.

2.33 Chapter five covers our proposals to strengthen Crime and Disorder Reduction Partnerships; to develop the extended police family; and to put police-private partnerships onto a firmer basis.

2.34 These principles will deliver a police service with the following characteristics:

- integrity, impartiality, and respect for all;
- professionalism in service delivery;
- a diverse workforce representative of all sections of the community;
- the highest possible levels of efficiency and effectiveness;
- responsiveness to the needs of the community;
- uniform and effective use of science and technology;

- flexibility in working across geographical and institutional borders;
- partnerships with the other agencies contributing to community safety; and
- terms and conditions of employment which meet the needs of staff and the requirements of the service.

2.35 The police service as a whole will have been reformed in line with the principles of public sector reform as set out by the Prime Minister:

> **PRINCIPLES OF PUBLIC SECTOR REFORM**
>
> - A national framework of standards and accountability.
> - Within that framework, devolution of power to the local level with the ability to innovate and develop new services in the hands of local leaders.
> - Better and more flexible rewards and conditions of employment for front line staff.
> - More choice for the pupil, patient or customer and the ability if provision is poor to have an alternative.

2.36 The fourth principle is not strictly appropriate to policing, as there is no alternative supplier for policing services. However, the principle of expanding the sources of provision is met under these proposals by the development of the extended police family which will enable local people to have some of their needs met by a wider variety of appropriate organisations. For policing we are adding a further principle: partnership for civic renewal.

2.37 The reform programme outlined in this chapter represents a major change to policing, driving up standards in all the many aspects of their work on behalf of, and with, the community. It cannot be achieved in full overnight, but will need to be worked through and embedded into the police service over the next decade. In some cases the changes required would need considerable investment; other aspects of the programme could be phased in over a period and some changes would be cost-neutral or could produce savings. The Government is committed to long term reform of the police on the basis outlined in this white paper. Decisions on the implementation and level of resources for the programme will be taken in the forthcoming Spending Review for the years to 2005-06, alongside decisions on the Government's priorities for other public services.

2.38 The following chapters set out the detail of the reforms the Government will introduce.

Chapter 3

TACKLING CRIME EFFECTIVELY

The measures set out in this chapter will result in:

- Better detection of crime.
- Increased conviction rates.
- A strategic approach to science and technology.
- Tougher action on persistent offenders.
- Better support for repeat victims.
- More effective action against organised crime.

Crime in the 21st Century

3.1   Everyone in the police service contributes to securing the detection and conviction of offenders. The effective use of information and intelligence, the highest standards of detective work and the professional presentation of the case are of particular importance, especially for the more complex forms of crime.

3.2   As we outlined in chapter one, there has been a marked decline in the rates of both detection and of conviction. The statistics speak for themselves. Some of the fall reflects necessary changes in evidential standards and improved ethical standards in detective recording practices. Nonetheless it cannot be acceptable that only 9% of recorded crimes actually result in someone being convicted. We must deliver a substantial improvement in both detection and conviction rates. Our goal is to ensure that at least 100,000 more crimes recorded by the police end in an offender brought to justice by 2004 than was the case in March 2000.

3.3   As a first step this involves strengthening further the working relationship between the police and the Crown Prosecution Service at every level. The long term decline in performance in bringing recorded crimes to justice (sometimes called the 'attrition' problem) must be reversed. The police and the Crown Prosecution Service have been driving forward implementation of the Narey reforms to speed up the processing of criminal cases, as well as joint performance management, improved file quality, co-located units and other initiatives. The new work to identify and target persistent offenders at every point in the system, and to drive up performance management at local level, will bring about another step change. And technological improvements will provide a further boost to performance in bringing offenders to justice.

3.4   It is vital that the various agencies should work together to eliminate unnecessary delays, to increase the number of offences which result in an offender being brought to justice, to deal more effectively at every stage with persistent offenders, and to provide a better service to victims and witnesses. Reforms to the police service should enable more offenders to be apprehended, and the reforms arising from the Halliday Review of Sentencing are designed to make sentences more effective. These reforms are complemented by Sir Robin Auld's recommendations in his Review of the Criminal Courts[24], on which the Government is consulting and which it considers a major contribution to its continuing programme of reform of the Criminal Justice System.

3.5   Sir Robin Auld makes some radical and far-reaching recommendations, some of which will involve making changes to long-standing structures or procedures. His Review recommends changes in the procedures for preparation for trial, including a shift in the respective roles of the police and the prosecuting authorities so that in the majority of cases the Crown Prosecution Service, not the police, will decide whether and what to charge, and have more responsibility for discharging the prosecution's duties of disclosure. Ministers have agreed that administrative pilots should be established in the New Year to test how the practical arrangements would work if it were to be agreed that the CPS were to take over responsibility for charging.

3.6   Sir Robin Auld also has recommended that the law of evidence should move away from technical rules of inadmissibility in favour of trusting fact finders to give relevant evidence the weight it deserves. This accords with what the Government said in *Criminal Justice: The Way Ahead* and in its manifesto – notably, that our rules of evidence currently fail to trust the good sense of judge and jury. The Government will give careful consideration, following the consultation process, to Sir Robin Auld's recommendations on the law of evidence. The Government is currently considering comments on the Review (the period for comment ends on 31 January 2002) and proposes to set out its conclusions on the recommendations in a white paper which will also cover the Halliday Review of Sentencing.

3.7   Those who are making a life-style of serious criminal behaviour are, of course, only too ready to make use of every avenue or loop-hole open to them. Criminal exploitation of technology and new ways of laundering money make it hard to establish a clear trail of evidence, especially where criminals are operating internationally.

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24 *Review of the Courts of England and Wales,* Rt Hon Lord Justice Auld, Stationery Office, 2001.

3.8   The next generation of criminals will be adept at making the most of these opportunities and we must plan now to counter the risks. By summer 2002 we will develop a long-term strategy for combating hi-tech crime, designed to keep pace with technological change. We have made £8 million available to the police this year, with a further £17 million over the next two years, specifically to fight hi-tech crime and to create more investigators skilled and equipped to deal with it. The focus of this effort is the National Hi-tech Crime Unit established in April 2001.

3.9   The police service will be supported in this by the Proceeds of Crime Bill. Where criminals used to enjoy the fruits of their activities, a new Assets Recovery Agency will be able to confiscate, recover, or tax the profits from crime. The money recovered will, in part be reinvested in the fight against organised crime. Moves are also underway to tackle the so-called 'middle market' in drug dealing; dealers who operate at a regional, as opposed to local or national, level. New arrangements focusing on these dealers are being implemented and the Government has provided £800,000 from the Confiscated Assets Fund to run a pilot scheme involving a number of forces in the West Midlands and which we will want to extend across the country if it proves successful.

3.10   Organised crime involves gangs and networks operating at local, national and international level. It requires effective, targeted actions by the police and other agencies, acting within the legal framework provided, to tackle the menace that lies behind organised crime. As well as securing the arrest and conviction of those behind such crimes, this also disrupts the criminal environment at the local level nurturing neighbourhood crime and disorder.

3.11   The police service needs to be effective in dealing with the 100,000 persistent offenders (10% of the offending population), who commit about half of all serious crimes. Targeting and reducing repeat victimisation must be a central part of the strategy, both as a means of tackling crime in itself, but also, crucially, as part of our concern for the most vulnerable in society.

3.12   The drive against serious and persistent criminals needs a clear and determined strategy, but it is also closely linked to the work that needs to be done to tackle low level crime and disorder. Crime is a continuum. Minor juvenile offending may connect up with a chain of criminal behaviour. Those engaged in crime form a loosely connected society, linked by inclination, by illicit funding flows, and by the interdependence of criminal life-styles. Some juvenile offenders will, without effective intervention, become the serious criminals of the future. The drug addict who steals will sell the property to someone who in turn will be dealing with more serious criminals, and the local drug pusher will be part of a chain that links him to the international drug trafficker who may also be funding and organising terrorism.

3.13   The highest professional standards need to be applied to every level of criminal behaviour, bearing down on the most serious criminals but also working down through the links to those whose crime is more local or less serious.

3.14   The same high standards are or course needed to tackle serious non-acquisitive crimes, such as murder, rape and domestic violence, homophobic and race hate crimes. Few things can undermine public confidence in the police more than the sense that a shocking and high profile murder can remain undetected.

3.15   The white paper as a whole sets out the means by which we can build on and support the professionalism of the police at all levels. This chapter focuses particularly on investigative and operational support issues, later chapters look to wider means of tackling crime and providing reassurance to the public with the same levels of professionalism.

Raising standards of detection; improving conviction rates

3.16   To reverse the fall in detection and conviction rates, there are a number of key requirements identified by the police service:

- the police need a clear and common understanding of the theory and practice of investigation;
- detective staff must be well versed in it and have the training and the experience to put it to the best use;
- scientific and technological advances need to be exploited to the full;
- there need to be clear strategies to tackle criminal gangs and persistent offenders;
- there must be a focus on reducing repeat victimisation; and
- there need to be more effective means of spreading good practice in handling investigations.

NATIONAL CENTRE FOR POLICING EXCELLENCE

3.17   The Government is determined to ensure that the entire police service is using the best approaches for dealing with crime. We will establish a new National Centre for Policing Excellence (NCPE). The NCPE will form part of the Central Police Training and Development Authority (CPTDA) which will come into existence in April 2002.

3.18   The NCPE will be a centre of excellence for all aspects of operational policing, promoting evidence-based practices that have been professionally validated. It will bring together and expand the present National Crime Faculty and National Operations Faculty. These are currently part of National Police Training, and provide specialist consultancy, training and

research respectively on serious or cross-boundary crime, and on uniformed, community and partnership policing. The new NCPE will create a national training and development resource for crime and operations, and will also provide national facilities in relation to high-tech crime, scientific support, and specialist work involving other agencies.

3.19 Working with the Association of Chief Police Officers and drawing on the expertise of the Police Standards Unit and Her Majesty's Inspectorate of Constabulary, the NCPE will produce a specification of the theory and practice of investigation. It will collate, develop and disseminate best practice on successful professional approaches to investigation. This will cover proactive and reactive investigative procedures, including crime scene handling, victim and witness issues, processing suspects, covert operations, specialist investigations of particular types of crime, and legal issues. It will guide all aspects of investigation for the entire police service.

3.20 This work will form part of the programme of good practice codes and guides coordinated by the Standards Unit and organised by the Central Police Training and Development Authority. This programme is described in more detail in chapter seven.

3.21 The NCPE will spread best practice, draw up training and development based on it, and build up a capacity to advise and support forces in its implementation. In doing so, it will complement the work of the Standards Unit in this field by providing a source of good practice material on which the Unit can draw in its task of supporting forces in driving up their performance. Effective training will be critical to ensuring that the best professional practices are embedded in the service. The new CPTDA will have a central role in this and is covered in more detail in chapter six.

INVESTIGATIVE EXPERTISE

3.22 Not all forces will have senior investigating officers with the experience and skills to exploit fully the investigative doctrine to be developed by the NCPE. There are some 14,200 detective officers in the police service but under the tenure policy many move in and out of detective work during the course of their careers.

3.23 A core of specialist detectives now needs to be developed with a high degree of professional expertise. These would be investigators trained to a high standard and formally accredited. They would have the capacity to play a lead role in the development and execution of strategies for difficult and complex investigations, including those where the legal and evidential issues are such that close working with the CPS is required from an early stage. They would also

enhance the performance of their colleagues by example, and constitute a reservoir of knowledge and experience. Many Senior Investigating Officers will in future be drawn from their numbers and would deal with the most complex investigations.

3.24 Specialist detectives would be drawn from serving officers or may opt for this career at the recruitment stage. New recruits would undergo the same induction as other police officers before moving on to intensive specialist training. This could become a specialist part of the new scheme for officers with high potential (see 6.22). With modular training, different levels of specialist skills and accreditation for detective work could be achieved by individual officers.

3.25 Specialist detectives would still be encouraged to sit generic promotion exams to enable them to operate in non-investigative police functions, and they would be expected to develop experience of other aspects of policing as they rose through the ranks. Experience outside the investigative role would, of course, be essential for anyone who aspired to superintendent or higher ranks.

TENURE

The concept of 'tenure' was introduced in response to a number of disquieting cases in which detective squads were seen to develop an in-bred culture where normal rules and procedures did not apply, resulting in convictions later being quashed on appeal. In 1993 forces were asked to consider keeping officers in specialist functions for a limited period only before moving them on to other duties. In 1996 HM Inspectorate of Constabulary recommended that the policy should be applied with some flexibility, as the very rigid approach in some forces was proving counter-productive. The shortage of experienced detectives now evident in some forces undoubtedly owes something to the effect of those policies.

3.26 We understand very well why concerns were raised about in-bred detective squads and why action was required. We believe, however, that with the sharpened inspectorate and the introduction of the Standards Unit, together with new leadership training and human resource management, it will be possible to avoid many of the pitfalls of the past. Investigative teams of the future will also contain some officers from other policing disciplines as well as staff from a wider range of backgrounds through the opportunities we are creating for specialists who are not police officers to work as part of investigative teams, covering forensic evidence, analytical services, and expert investigative roles (see below). There will be an open, inclusive approach to investigative work, with full use being made of the particular perspective and

expertise of the community beat officer. We will discuss with the police service how best to provide for the continuity, maintenance and development of the expertise that we need, while maintaining appropriate monitoring and management practices to avoid abuse.

SPECIALIST CIVILIAN INVESTIGATORS

3.27   Money laundering, fraud, intellectual property theft, and other crimes are becoming increasingly sophisticated. Information technology and communications systems are both the means of crime and its object – and at the same time vital investigative tools in the fight against criminals. Too few officers currently have the necessary skills to deal with the most complex IT based crime. Even with more specialist detectives we will not be able to guarantee an adequate capacity in the most specialised fields. We must be able to attract career specialists in these areas to work as part of police investigative teams.

3.28   Chief officers can already appoint civilians from these backgrounds, but they are unable themselves to exercise police powers necessary to pursue an investigation; and they have limited career opportunities open to them.

3.29   Civilian investigators must be able to function as a full member of a police investigating team. They should have the capacity to supervise and direct police officers in relevant parts of an investigation, acting under the Senior Investigating Officer. Given the right skills, such staff should also be able to take on the role of Senior Investigating Officer themselves in time. To be fully effective, they would need to be given certain police powers. These would include, for example, authority to search and seize evidence, to interview suspects and witnesses, to execute warrants and to present evidential summaries as expert witnesses.

3.30   As a consequence of having these powers, civilian investigators would need to be subject to the relevant provisions of the Police and Criminal Evidence Act 1984 and to police complaints procedures. The Government will provide for this and for the powers themselves in the Police Bill.

3.31   As the career of these investigators develops, they should have the opportunity to broaden their role and responsibility within the police service. They should be able to gain the additional expertise, competence and experience to move into other police posts where appropriate.

NATIONAL INTELLIGENCE MODEL

3.32   At the core of investigative theory and practice will be the National Intelligence Model (NIM). This sets out a focused approach to gathering and using intelligence. Forces need to determine the issues on which they need intelligence, to gather it, and then to have the

ability to analyse the results. Properly applied, the model greatly improves the information flows within a police force, providing a better basis for decisions and allowing resources to be targeted to where they will have most effect.

3.33   The NIM has been developed by the National Criminal Intelligence Service on the basis of a specification by ACPO. To implement it, forces need to acquire suitable IT and to employ intelligence analysts. The Home Office has already provided over £11 million in 2001-02 to help forces get the process under way. At present, however, it is a matter for the discretion of each chief officer whether or not to adopt it.

3.34   The model can be applied at different levels of activity and underpins the concept of intelligence-led policing. An outline of the model is set out in the box below.
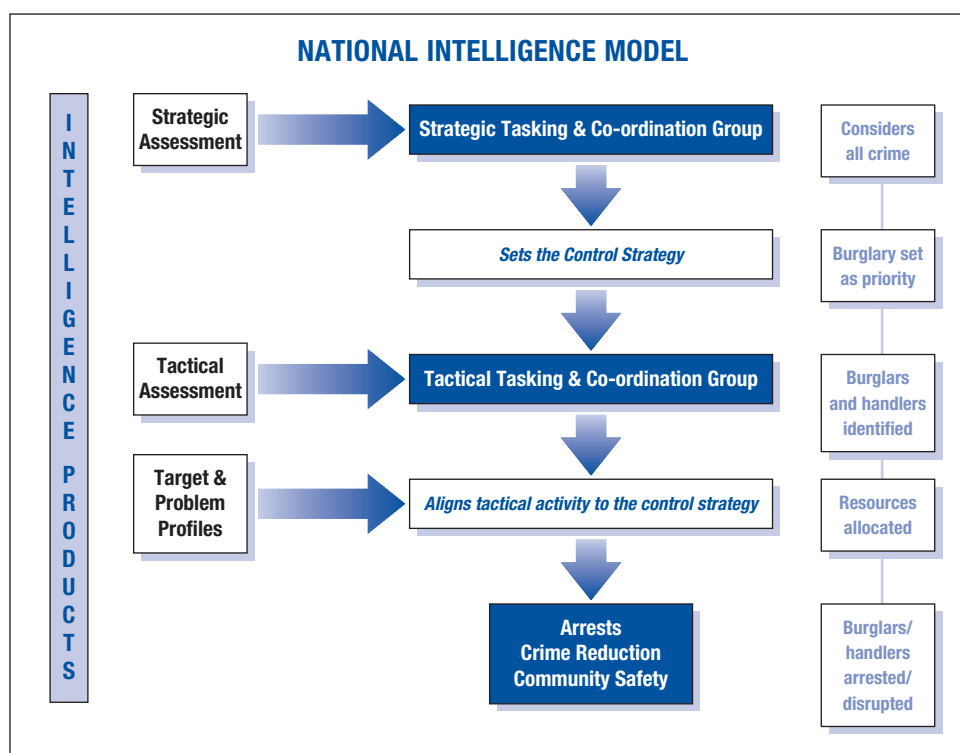
3.35   The NIM is a validated model of policing, approved by HM Inspectorate of Constabulary as representing best practice in the use of intelligence to fight crime. The key intelligence products are strategic assessments, tactical assessments, target profiles and problem profiles. Failure to adopt the core elements of the NIM could seriously jeopardise cooperation between forces in the national drive against crime. All forces will therefore be required to adopt the core of the NIM model, although we would envisage some local discretion on detailed implementation to reflect local circumstances (see chapter seven for the mechanisms).

Scientific and technological tools

3.36   To attack criminal behaviour effectively, we need to exploit scientific and technological tools to the full. Current developments include major advances in DNA testing, fingerprint recognition and police communications.

DNA

3.37   The development of the DNA database shows the value of investment in this area. Central funding has been provided to expand the database so that by April 2004 it should include the profiles of the whole of the active criminal population (see 2.22 for funding). The number of profiles entered on the database was doubled in 2000-01 as against the previous year. This alone resulted in 34% increase in matches, and a 72% increase in detections where a match had been made. By March 2002 there should be 1.5 million profiles on the database, with three million offenders by March 2004.

DNA CASE STUDIES

Case A

In 1988 a rape and indecent assault were carried out on an eleven year old and her nine year old sister in Canterbury. In 2001, a shoplifter was arrested in Derby and a DNA sample was taken as a result of the DNA Expansion Programme. The shoplifter's DNA was searched against the national data-base and found to match the 1988 crime scene samples. The offender pleaded guilty to the offences and was sentenced to 15 years imprisonment.

Case B

A burglary suspect was arrested this year. His DNA matched the DNA profile found at the scene of the crime. It also matched the DNA recovered from three other burglaries. When charged, the offender also asked for four other offences to be taken into consideration.

Case C

A burglar in Gloucestershire left a half-eaten tomato at the scene of the crime. DNA extracted from saliva on the tomato provided a link to the offender. Confronted with the DNA evidence he admitted the crime, having previously denied any involvement, and was jailed for nearly three years.

NATIONAL AUTOMATED FINGERPRINT IDENTIFICATION SYSTEM

3.38   The National Automated Fingerprint Identification System (NAFIS) uses world leading automated fingerprint recognition (AFR) technology to provide all police fingerprint bureaux with local access to a full national database of 'tenprint' records of convicted criminals and marks from the scenes of unsolved crimes. This allows fingerprint bureau staff to identify offenders from finger marks left at crime scenes and to verify the identity of people arrested. This is the first time that it has been possible to automate the positive validation of records, previously undertaken by the National Identification Service at New Scotland Yard. The NAFIS database now contains 4.6 million 'tenprint' sets.

3.39   The NAFIS 2 project will look at the future of the service, including the development of palmprints to broaden the range of marks which can be used as evidence and a 'Livescan' system to check marks directly from the suspect. Fingerprint comparison in the UK is a robust and reliable method of individual identification and remains a cornerstone of forensic crime scene investigation. Measures in the Criminal Justice and Police Act 2001 allow for the retention of all fingerprint samples taken on suspicion of involvement in a criminal offence. These are used for the purposes of prevention and detection of crime, the investigation of an offence or the conduct of a prosecution.

3.40   There is also provision to retain and use fingerprints that are given voluntarily for the purposes of elimination – where the individual gives written consent. Allowing such samples to be retained will offer significant savings in terms of time and money and allow faster elimination where the profiles already exist.

3.41   NAFIS has speeded up the time taken by fingerprint bureau staff to achieve identifications and enables identifications where previously it would not have been possible. The facility is now being operated by fingerprint bureaux in all 43 police forces in England and Wales. We will ensure that the interface between NAFIS and operational police officers on the ground at BCU level is efficient and effective, thus maximising their capacity to exploit the technology in tackling crime. It is our intention to deliver, as resources allow, the means of taking fingerprints electronically in all major police stations in order to complement the NAFIS project.

3.42   Advances in digital imaging technology have recently resulted in the development of digital cameras capable of capturing fingerprints and other images in sufficient detail for comparison purposes. This technology is still emerging but offers the potential in the near future to capture fingerprints and other evidence such as footwear marks and toolmarks at the scene of crime and subsequently transmit these images to a remote site for immediate image comparison.

AIRWAVE

3.43   The national programme to introduce Airwave, the new police radio communications service, to all forces has now begun. It will conclude in 2005.

3.44   The need for more effective communications is evident from countless examples of practical problems encountered with the present force specific systems. A firearms incident on the M6 involved two forces, an armed response unit, and a dog handling unit. None of these were able to communicate with each other except by mobile phone.

Operational benefits that Airwave will provide include:

- interoperability between forces and other agencies, nation-wide roaming;
- secure encryption of all voice and data traffic;
- comprehensive range of data services, including status messages, automatic location and images;
- safety of officers through emergency buttons and automatic locating;
- improved coverage and good quality clear speech;
- reduced interference; and
- access to more capacity for peak demand, particularly for major incidents.

The benefits are well appreciated by forces:

'North Yorkshire Police desperately needs a new radio system. We can talk to trawlers in the North Sea more clearly than to our own staff. Airwave gives exceptional signal clarity and is a fantastic improvement. More importantly, it is more than a replacement radio: it will radically reform the business of policing.'

David Kenworthy, Chief Constable North Yorkshire Police

POLICE SCIENCE & TECHNOLOGY STRATEGY

3.47   To deliver the advances listed above effectively – and the developments of the future – we will establish a new framework that identifies opportunities, oversees product development, endorses the result, and gives the Home Secretary a sound basis for determining that all forces will adopt the systems emerging.

3.48   The Government wants to secure the maximum benefit from the use of science and technology to serve the developing needs of policing. We want to ensure that police science and technology is developed and used in ways that are mutually reinforcing and consistent with each other. We will introduce arrangements to deliver solutions corporately across the whole service where that is necessary – but we still want to leave room for local discretion and innovation where that would be best. We will ensure that the science and technology strategy adopted for policing links directly to the wider objectives and systems of the rest of the criminal justice system. In order to deliver these improvements we need to be clear about responsibilities, accountabilities, costs and time-scales.

3.49   The police science and technology strategy will focus on the broad definition and time-scales of the policing capabilities needed to meet the Home Secretary's priorities as set out in the National Plan for Policing (see chapter seven for details). It is particularly important that the strategy reflects police operational requirements for information management, forensic and technical support.

3.50   We will set up a new high level Science and Technology Strategy Group responsible to the Home Secretary for the overall strategic management of science and technology in support of policing. In consultation with key stakeholders, the Group will establish a strategy that will be reviewed annually and be supported by a rolling five-year plan. The Strategy Group will include key policing interests under Home Office chairmanship. The Group's work must reflect the practicalities of procurement and delivery, and the Strategy Group will invite participation accordingly.

3.51   This approach will establish a sound basis for the delivery of the Science & Technology strategy. It will ensure that the operational requirements of the end-user are clearly identified, agreed and acted upon, so that the technology needed to deliver agreed aims and objectives is available on time, within budget and working to specification.

3.52   This drive should not be seen in isolation. It is a vital part of the work to modernise the whole criminal justice system. Our goals are common electronic case management across the system; and much better provision of information and access to the public (and especially victims and witnesses) through websites, portals and interactive services. To this end, we are pressing ahead with work to link the criminal justice organisations electronically; to provide secure e-mail across the system; and to establish common services. And, as part of the consultation on Lord Justice Auld's review of the criminal courts, we are evaluating options for faster integration through gateways or hub services which provide central linking and standards for disparate systems. This involves close consultation with the private sector.

At the same time, we are energetically piloting approaches such as co-location of criminal justice agencies supported by integrated IT – as in the Warwickshire pilot; more timely and powerful capture of management information through IT; and electronic links to the defence, Youth Offending Teams, the courts, the National Probation Service, the Prison Service and other agencies.

Tackling organised crime

ORGANISED CRIME

- In 2000 about 800 organised criminal groups were known to be active in the UK, not necessarily confined to any one particular area of serious criminal activity, but often involved in several.
- An estimated 30 tonnes of heroin and 40 tonnes of cocaine are trafficked annually to the UK for consumption here.
- 75% of detected illegal entrants are estimated to have had their entry facilitated by organised criminal groups.
- In 2000 tobacco smuggling is estimated to have cost over £5 billion worth of sales, of which £3.8bn is lost Excise revenue.
- A survey in 1999 suggested that some 400 major criminals were in possession of assets of around £440m which were the proceeds of crime.

3.53   Much of the crime that affects our towns and cities, particularly drug-related crime, has both a national and international element. The threat is systematically monitored and a summary published in the annual UK Threat Assessment co-ordinated by the National Criminal Intelligence Service. The response has to match the threat and needs to involve local forces and national orgnisations including the National Criminal Intelligence Service, the National Crime Squad, HM Customs and Excise, the security and intelligence agencies and Government departments working together, each bringing their specialist skills to bear. Multi-agency groups are in place to tackle Class A drug trafficking and people trafficking to ensure that knowledge and intelligence – for example on routes, methodologies, money laundering techniques and developing trends – are turned into targeted action. Operations to disrupt trafficking activity and secure arrests often need substantial international co-operation, and some notable successes have involved working with one or more other countries.

3.54   Over the years 2001-02 to 2003-04 we are investing an additional £90m to tackle drugs
        trafficking and people smuggling through a co-ordinated multi-agency approach. It is being
        used to implement plans which will improve intelligence and analysis throughout the supply
        chain, increase enforcement capacity in key source and transit countries, and increase the
        number of major trafficker targets.

3.55   A key requirement is for national agencies to be able to recruit and retain investigators with
        the specialist skills necessary to tackle sophisticated criminals. Among other things, this will
        be facilitated by changes to the recruitment process for NCIS and NCS. At present both
        organisations rely on officers seconded from local forces. In future they will be able to
        recruit directly from forces and build up an expert cadre of experienced officers within each
        organisation. In addition the Government will open up the post of Director-General of NCIS to
        persons other than police officers.

3.56   Those tackling organised crime also need to be trained in effective operational techniques.
        The recently established National Specialist Law Enforcement Centre (made up of five partner
        agencies) provides specialised training for all law enforcement agencies in the operational
        skills needed in order to combat organised crime. It will help lead to the use of common
        standards by all the agencies involved and the more effective use of the techniques which
        need to be employed to counter organised criminals.

3.57   In all of this, we need to ensure that the work of the organisations and agencies involved in
        fighting serious and organised crime matches the challenge. This involves ensuring that
        their efforts are brought together behind a focused, co-ordinated and strategic approach to
        organised crime, embracing intelligence and operational activity at both the national and
        international level.

3.58   While it is important that we attack this organised criminality at the national and international
        levels we need also to ensure that all police forces tackle the problem as it affects them too.
        We will be asking the Standards Unit to advise on the measures of effectiveness which police
        forces should work to in fighting organised crime. The Government is already financing a
        pilot project starting in January involving forces in the West Midlands which aims to tackle
        more effectively drug trafficking in the region.

3.59   At a global level, following the events of 11 September, counter-terrorist activity has become
        of critical importance worldwide. The Government has already set in train new legislation to
        address the specific threats posed. Many of the proposals in this White Paper will also help

to boost the capacity and effectiveness of the counter-terrorist effort, whether through more effective gathering and use of intelligence, or through the increased police presence on the streets set out in the next chapter. Measures on data sharing between the police, Customs and the Inland Revenue, and those giving police access to passenger lists, will certainly help in the wider fight against crime.

Tackling persistent offenders

3.60   Using intelligence techniques is not simply about dealing with the most complex or sophisticated crimes, however. The same principles must be applied to those who are engaged on crimes which are far more likely to have a direct impact on ordinary members of the public. Success in tackling persistent offenders will have a marked effect on crime rates.

3.61   There are around one million active offenders in the general population at any one time. Of these, some 100,000 will accumulate more than three convictions during their criminal careers. This sub-group represents the most persistent offenders who are responsible for a disproportionate amount of crime – although they represent only 10 per cent of active offenders, they accumulate at least half of all serious convictions. These persistent offenders are also likely to be responsible for a disproportionate amount of unsolved crime.

3.62   Persistent offenders share a common profile. Half are under 21 and nearly three-quarters started offending between 13 and 15. The peak age for persistent offenders is 24. Nearly two thirds of them are hard drug users. More than a third were in care as children. Half have no qualifications at all and nearly half have been excluded from school. Three-quarters have no work and little or no legal income.

3.63   Of this core group of 100,000 offenders only about 3% are female. About 20,000 will be in prison at any one time of which less than 400 are female. About 1 in 5 stop being persistent offenders each year, to be replaced by new offenders.

3.64   We do not in this white paper deal with the broader economic and social issues relating to the causes of crime. However, the statistics in the previous paragraphs are a stark reminder of the links between youth, disadvantage and crime – although it is important to stress that there is no automatic pre-disposition for the disadvantaged to become criminals. There are many complex factors at work here, including the stability of family, parenting, peer pressure, and support, and of course the nature of the community in which the individual grows up. Many of our broader policies will address these issues, for example Sure Start, higher educational

standards and the Connexions programme for the teenage and adolescent years. New Deal
for the young unemployed, our policies on children in care and on neighbourhood renewal
will also help.

3.65   In working to tackle persistent offenders, the police are part of a wider mutually reinforcing
effort across public services to improve the quality of life, particularly in the most deprived areas.

TARGETING PERSISTENT OFFENDERS THROUGH REPEAT VICTIMS

3.66   The connection between repeat victimisation and persistent offenders is well evidenced, and
offenders have often previously been repeat victims themselves. Recent work has shown
that crime by the same person accounts for 'the bulk of detected crime against the same
victim'[25]. Crime is also geographically concentrated. In a typical urban area 50% of offences
and offenders are in just 10% of the residential land area. A small number of neighbourhoods,
in any city, suffer disproportionately from crime and that means both high victimisation rates
and high offender rates.

3.67   So if we target repeat victims, we are likely to detect persistent offenders. And focusing on
persistent offenders will help reduce repeat victimisation. In practice we are unlikely to be
able to eradicate repeat victimisation or repeat offending, but we do know how to make a
significant impact on both in a mutually reinforcing strategy.

PREVENTION

3.68   The Government's approach begins with preventing young people from getting into criminality.
Prevention begins long before contact with the criminal justice system and is not just a task
for the police and the courts. Strategies for prevention must be designed and delivered by
partnerships which bring together schools, local authorities, voluntary agencies and local
communities to work together with children and their families. This all contributes to social
regeneration. It is far better to prevent someone dropping out of school and educate them
properly than to attempt it 10 or 15 years later in a prison wing.

3.69   Many criminals would rather their own children succeeded at school, got good jobs and led
law-abiding lives. But these families are often fragmented and suffer multiple problems and
chaotic lifestyles, with research showing their children at high risk of offending. There are

25 Everson, S., and Pease, K. (2001) *Crime against the same person and place: detection opportunity and offender targeting*. In R. V. Clarke, G. Farrell, and K. Pease (eds) *Repeat victimisation.* Crime Prevention Studies, Vol. 12. New York: Criminal Justice Press.

networks of criminality which reinforce the passage of dangerous, offensive and deeply anti-social behaviour from one generation to another. We are determined to face this down, just as we are prepared to give support to those who wish to break out of the cycle of criminality. To break the inter-generational transfer of criminality, intensive and sustained interventions are required which target the whole family at critical stages – when a parent goes in or comes out of prison, when a parent becomes addicted to a class A drug, or when the family breaks up.

3.70   Persistent offenders usually begin on a small scale, engaging in disruptive behaviour early on. So lower-level but persistent juvenile offending behaviour should not be considered a poor relation in the crime reduction strategy, but should figure clearly in the planning of Crime and Disorder Reduction Partnerships and Basic Command Units.

3.71   If unchecked, a downward spiral may occur in which a child's relatively minor offending and anti-social behaviour can develop from petty incidents to truancy and vandalism. Once excluded from the opportunities and support of education, and encouraged by peer group pressure, the spiral continues into serious and persistent offending in the full range of general crimes – cars, shop-lifting and burglary, causing increasing damage to society. Early intervention could have checked this process before it escalated.

3.72   A great deal of work has already gone into ensuring that, through Home Office programmes linked to those of other key central and local departments and agencies, we can have a multi-disciplinary and inter-agency approach to providing that intervention. The Youth Justice Board is developing a detailed strategy for preventing offending by young people, which will extend the remit of Youth Offending Teams to work with children at risk of offending and expand the Youth Inclusion Programme. It also explores the potential for the police to work more closely with schools and Local Education Authorities to bring down crime, bullying, harassment and intimidation in and around high crime schools and neighbourhoods. Already Youth Offending Teams are enhancing their working relationships with Crime and Disorder Reduction Partnerships and they are working closely with the first phase of the Connexions programme. They are also linking in with the targeted approach which draws on best practice in youth work, mental health and other services, so crucial to tackling causes as well as symptoms. This forms part of the Government's wider cross-cutting strategy on children and young people.

3.73   For those who have got drawn into a criminal career, despite the measures above, prison can impact positively on many of the factors underlying offending behaviour and improve their ability to make a living by legitimate means – but it can also make things worse. Within

two years of leaving prison, 57 per cent of people discharged from prison in 1996 were re-convicted for a further offence and these rates have been rising in recent years.

3.74 The Social Exclusion Unit's analysis of resettlement of ex-offenders found that large numbers of prisoners are not receiving sufficient assistance with their resettlement needs. For example, for ex-prisoners, unemployment doubles the chances of reconviction, yet 90 per cent of those sent to prison are estimated to leave without a job. Homelessness increases the likelihood of re-offending by two and a half times, but around two fifths of prisoners will be homeless on release.

3.75 In particular, male prisoners, younger prisoners, those imprisoned for burglary, theft and handling, and those serving short sentences (often overlapping groups) are all more likely to be re-convicted. Programmes for offenders, whether provided in custody or in the community, are critical in reducing this problem. And all programmes run in custody must tie in closely with provision in the community post-release. If not, any improvements made will be lost and the ex-offenders' chances of moving on from criminality will be reduced, further damaging the individuals, their families and friends, their communities and the whole country.

TARGETING ACTION ON PERSISTENT OFFENDERS

3.76 We have established a Persistent Offender Task Force with the police to determine how best to deliver the manifesto goal of, within ten years, doubling the chance of a persistent offender being caught and punished. This will be a 'hands-on' strategy with a focus on ensuring that the persistent offender strategy is being implemented in each of the criminal justice agencies at local level.

3.77 We need three distinct but overlapping strategies to increase the frequency with which persistent offenders are caught and convicted, and the number of their offences which are brought to justice:

- The spread of the National Intelligence Model (NIM), and the application of criteria to determine which known criminals should be key targets for local police: whether an offender came within the 'persistent offender' definition would be one of the criteria for local commanders.
- The police and their CJS partners need to deploy a tailored and coherent strategy when a known persistent offender is charged with an offence – whether as a consequence of local targeting, or any other police activity; the aim should be to deal with as many as possible of the crimes recently committed by the persistent offender.

- In the case of persistent offenders, we will build on innovative joint police and probation schemes already operating very successfully in some parts of the country. These schemes provide enhanced targeting, intelligence-sharing and intensive monitoring of a small number of particularly persistent offenders by the two services. Persistent offenders on one such scheme were on average 53% less likely to be reconvicted when compared with a similar group not on the scheme. When re-offending does occur, these schemes allow for prompt detection and prosecution.

3.78   Best practice in dealing with persistent offenders needs to be identified and spread: through police training and through the work of the Police Standards Unit. We are developing a web-based 'tracker' to assist local services in their management of persistent offender cases, and to monitor local and national performance towards the goal.

Repeat victimisation

3.79   We have already seen that focusing on repeat victims is part of our strategy for tackling persistent offenders. It is also important in providing reassurance and confidence to individuals and the broader community. Repeat victims tend to live in and be drawn together within, disadvantaged communities and tackling repeat victimisation must be at the heart of modern policing practices for its own sake. Where the police have been unable to prevent someone becoming a victim of crime in the first place, a fully professional response to the incident must include advice on how to avoid becoming a victim again.

3.80   Concentrating police resources on repeat victims is one of the most effective ways to reduce overall crime. A third of individuals or households are a victim in any one year. Half of all personal and household crime is repeat victimisation within that same year – in other words, if we could prevent all repeat victimisation, we would in theory halve crime, assuming none of it were displaced. In practice, we will not be able to eradicate all repeat victimisation or repeat offending, but a significant impact can be made on both. The highest rates of repeat victimisation are for the most traumatic crimes – violence and robbery – so we know within this group who to protect and where strategies are needed to reduce the risk of repeat victimisation.

3.81   The hard-core of prolific offenders cause most repeat victimisation. In West Yorkshire, for example, a programme to protect burglary victims showed that 80% of burglary repeat cases were the work of persistent offenders. So we can tackle the same target (reducing crime) from two directions in a way that is mutually reinforcing.

3.82   The reasons why persistent offenders will repeatedly target the same victims over a course of time can seem all too obvious. A burglar walking down a street where he has never burgled before sees two kinds of house – the presumed suitable and the presumed unsuitable (by dint of alarm, occupancy, barking dog, and so on). He burgles one of the houses he presumes to be suitable, and is successful. Next time he walks down the street, he sees three kinds of house – the presumed unsuitable, the presumed suitable, and the known suitable. It would involve least effort to burgle the house known to be suitable.[26]

3.83   This analysis is borne out by the details persistent offenders have revealed about their own behaviour. In one study[27] 76% of a group of convicted multiple burglars at a Category C prison in eastern England admitted they had gone back to a number of houses to burgle them between two and five times. The reasons given for returning were familiarity with the features of the house; easy accessibility; and to steal more goods in general, replaced goods, or goods they had left behind. Often, keys that are left lying around are taken by a burglar to return later and simply let themselves in.

3.84   Crime is also geographically skewed. In a typical urban area 50% of offences and offenders are in just 10% of the residential land area. In other words, a small number of neighbourhoods in any city suffer disproportionately from crime, meaning they suffer from both high victimisation rates and high offender rates. Non-residential repeat crime hot-spots are also readily identifiable. Only a small minority of pubs and clubs in any one town will be connected to a large amount of alcohol-related disorder. The characteristics of who is more likely to be victimised and who has the risk factors associated with persistent offending are also known.

3.85   So this overall pattern of crime means that we know what to target, whom to target and where to target to achieve a significant reduction in crime. At its simplest we can do a lot towards preventing the next crime event from happening by concentrating on where the last one occurred.

3.86   To do this, the Home Office will therefore work closely with the police to find the best way of ensuring that police resources are focused on repeat victimisation. This will simultaneously reduce the further risks to victims and substantially increase the chances of persistent offenders being caught. We already know enough about what works in reducing crime to provide an evidence base for policy making and for driving effective delivery of services.

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26 Farrell, G. (1995) *Preventing Repeat Victimisation* in M. Tonry and D.P. Farrington (eds.) *Building a safer society*. Crime and Justice vol. 19. Chicago: University of Chicago Press.

27 Ericsson, U., *Straight from the horse's mouth*, Forensic Update Vol. 43: pp. 23-25.

Tackling repeat victimisation provides the best guide for directing crime reduction resources. Focusing on repeats automatically concentrates effort on areas of highest crime without the need for any supplementary deployment decisions and possible future changes in victimisation patterns are automatically addressed by concentrating on repeats.

WEST YORKSHIRE

West Yorkshire police have piloted in one division a graded response model to domestic violence that has reduced repeat victimisation. The three-stage intervention model is directed at both perpetrators and victims, incorporating an inter-agency approach. The option of police officers taking 'no further action' has been eliminated. Instead, a series of interventions is implemented depending on the number of previous police attendances. The project is aimed at female victims of domestic violence and male perpetrators. The Home Office is currently funding the expansion of this project across the force area under the Crime Reduction Programme, to include victims of racist and homophobic crime.

NEXT STEPS TO IMPLEMENTING A REPEAT VICTIMS STRATEGY

3.87   A number of BCU Commanders already provide excellent practice in dealing with repeat victimisation. However, evidence from crime and disorder audits and bids for Crime Reduction Programme funding do not suggest a sufficient focus on this issue across all forces. The Home Office will therefore work closely with ACPO, HMIC and police forces throughout England and Wales to agree and then deliver a strategy which provides:

- a new, clear and sustained focus on repeat victimisation and how to tackle it;
- improved services to victims of crime by targeting those identified as vulnerable to repeat victimisation and providing a range of services to reduce the likelihood; and
- in partnership with Victim Support[28], enhanced practical help and support for repeat victims, including faster response, effective use of volunteers and better multi-agency co-ordination of services.

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28 Victim Support is a voluntary organisation that exists to support and advise recently victimised individuals. Volunteers visit the recently afflicted in their homes (with their consent) and provide advice and access to a range of services, from crime prevention to counselling. They also represent victims and witnesses in a range of criminal justice fora at both the local and national level. The Government granted Victim Support £25m in 2001-02.

3.88   To achieve this:

- the Standards Unit will work with police forces and BCUs to ensure the adoption of good practice;
- Crime and Disorder Reduction Partnerships should prioritise repeat victimisation (where evidenced) in future audits and strategies;
- repeat victimisation and crime concentration issues will be incorporated in police training across the board, with a particular focus on crime analysis; and
- software and technology should be made available with, forensic resources and linked agencies to enable speedy and effective identification of repeats.

Chapter 4

MAKING THE MOST OF POLICE OFFICERS

The measures set out in this chapter will result in reduced fear of crime and greater public confidence through:

- More effective Basic Command Units.
- More police officers.
- More of their time spent on operational tasks.
- More Special Constables.
- Support staff given the powers to fulfil most roles in custody suites.
- Greater visibility and accessibility of police officers.

4.1 Many members of the public think that crime and disorder are increasing. These feelings of insecurity are real and can have a significant impact on individuals' quality of life. Public satisfaction with policing remains high overall, but as Audit Commission figures show (1.48), this masks significant differences between satisfaction with the police in emergency situations, and satisfaction with patrolling levels. The 2001 BCS reported that over 30% of respondents felt unsafe walking after dark and fear of being insulted or pestered in public had risen to one-third from one-quarter in 1994.

4.2 Whilst the number of people to have direct experience as a victim of serious crime is comparatively few, for many people the experience of incivility and anti-social behaviour is a daily one. Given the pressure on the police to respond quickly to emergency calls, such problems are often a lower priority for police forces than they are for the public. Anti-social behaviour, graffiti and abandoned vehicles quickly create the impression that an area is un-policed, and unsafe. Often people experience difficulty contacting the police for non-emergencies. And in many peoples' minds there is an unfulfilled expectation of routinely seeing officers on the street, creating a visible sense of order and safety.

4.3 A more visible police presence on its own will not sufficiently increase the confidence of the public. If reform of the police is going to make a difference to the everyday lives of the public, it must also enhance the accessibility of police services and improve the communication between the police and the public. Members of the public should be confident that they are able to contact the police easily should they require help and that they will receive the service that they need.

4.4 The public want to see more police officers on the beat – so does the Government. And they must be deployed on the basis of a proper analysis of the problems a community or town centre is experiencing. Police officers have often taken the lead in tackling and solving local

crime and disorder problems identified when they are on the beat. Increasing the number of officers on the beat not only deters crime, it adds to the likelihood that underlying crime problems will be dealt with. This chapter focuses on the organisation of local policing and on maximising police resources – getting more officers on the beat and making the very best use of them once they are there. It also sets out proposals for freeing up existing resources, tackling unnecessary blockages and bureaucracy, and enhancing the capacity of support staff to undertake a wider range of roles in support of police officers.

Force size

4.5   The present structure of 43 forces reflects the evolution of the police service over many years. Some of the smallest forces have a full ACPO management structure and all the infrastructure of an independent force, while having no more officers than some of the larger Metropolitan Basic Command Units run by a Chief Superintendent. But at present there is no sound evidence to determine the optimum force sizes for different circumstances, nor is there firm evidence which suggests that the smaller forces are failing in efficiency or effectiveness.

4.6   Some smaller forces may not be able by themselves to sustain the levels of specialist police officers and police support systems needed to meet all the possible demands on them. It is essential that these forces cooperate and pool resources with others where necessary. As part of the Best Value process police authorities must consider the scope for collaboration in the provision of different functions, and this may well provide the best way forward. If, however, the authorities concerned feel that the overall needs of policing would be better met through considering amalgamation, the Home Secretary would consider the case on its merits in the light of his general duty under the Police Act 1996 to promote the efficiency and effectiveness of the police.

4.7   The Government's priority is to keep forces focused on delivering crime reduction and increasing public confidence. The opportunities and requirements under Best Value, particularly in terms of collaboration with neighboring forces, may allow many of the benefits of a larger force size to be achieved without the inevitable disruption of a merger. We do not want energy diverted into widespread restructuring. Where proposals for amalgamating forces are put before us, we will continue to examine them on their merits.

Basic Command Units

4.8   The performance of the Basic Command Unit is key to achieving much of the reduction in crime and the fear of crime that is the central aim of this White Paper. We want to strengthen the ability of BCUs and their commanders to achieve these aims; and we want to ensure that the performance of all BCUs is brought up to the standards of the best. The new Standards Unit, working alongside HMIC, will play a key role in this process.

4.9   There are 318 Basic Command Units in England and Wales serving an average population of 166,000 and typically commanded by a Superintendent or a Chief Superintendent. Over the past few years, around half of all police forces have reorganised their BCUs so that they are coterminous with the boundaries of one or more local authorities. This has improved the ability of BCUs to work in the partnerships with local authorities and community organisations that are so vital to fighting crime. We will encourage this process where it has not yet taken place. We will look for closer alignment of BCU boundaries with local government boundaries and will expect forces' annual policing plans to specify the BCU structure within forces.

4.10   BCUs are not autonomous, but as they grow in size and acquire greater delegated resources and responsibilities, they will become increasingly important in determining the quality of policing to local communities.

4.11   Since January 2001, the Government has published crime statistics at BCU level, and HMIC began inspecting BCUs in April 2001: almost 40 BCUs have now been inspected with 22 reports published.

4.12   BCUs are grouped into 13 families on the basis of socio-economic and demographic characteristics. The performance data and the HMIC inspections have confirmed the wide variation in performance at BCU level. This is illustrated in the following table which shows the highest and lowest rates of burglaries and robberies within each of a sample of five BCU families:

Domestic burglary and robbery across BCU families: Recorded Crime Statistics, England and
Wales: 12 months to March 2001

Family	Burglaries per 1,000 households		Robberies per 1,000 population	
No.	Highest	Lowest	Highest	Lowest
1	111.6	15	40.9	5.3
2	49.4	22.3	57.5	2.2
3	40.7	14.4	12.8	1.3
4	53.4	15.4	12.1	0.5
5	53.2	8.3	4.1	0.2

4.13   The Standards Unit has begun work to identify the key factors that have most impact on the
performance of BCUs, drawing on the work of the Inspectorate and other information, including
advice and information from the Audit Commission and the Crime Reduction Directors in the
Government Offices in the Regions. Early lessons on effectiveness have been distilled by
HMIC in a paper which will be circulated to all forces in England and Wales in December
2001. As clear evidence is established about what works best at BCU level, we will work
with the police service to ensure that good practice is followed across the country.

4.14   The figures for robbery are a particular concern. The Government urgently wants to see
more effective ways of tackling robbery and street crime. Given the continuing upward trend
in those forces with a robbery reduction target and additional funding for metropolitan areas,
this is a priority for immediate action. A number of new initiatives are under discussion with
the agencies concerned.

4.15   In the course of conducting BCU inspections, HMIC has already identified many examples of
good practice as well as having made recommendations as to areas which need more attention.
The Standards Unit will offer help and support to BCUs and forces to enable them to make the
improvements recommended by HMIC and to enable them to draw on the good practice examples.

IDENTIFIED AREAS OF GOOD PRACTICE IN BCUs

- **Partnership working.** In one BCU the commander has a delegated budget of £20,000 for crime and disorder partnership work. This is relatively rare but has enabled a pump-priming grant of only £600 for youth offending which then generated a further £52,000 in grant aid from other sources. The resulting diversion scheme has been very successful.

- **Effective use of the Special Constabulary.** Specials in this BCU account for 11% of the total in a very large force area. Recruitment has been devolved to BCU level and the more bureaucratic elements of the process have been streamlined. A regular officer based in the BCU performs the role of co-ordinator and ensures that Specials are supported and tasked. Because they are given significant work, Specials feel valued and fully integrated within the BCU. In addition, minority ethnic officers in the BCU Special Constabulary represent 25% of its establishment.

- **Civilian domestic violence liaison officer**. This BCU has a civilian whose role is to monitor the investigation of domestic violence cases and to liaise with victims. In every case where a retraction statement has been taken from a complainant, she visits the victim and then submits a comprehensive report recommending withdrawal or continuation of the case. The willingness of victims to speak to someone who is not a police officer has contributed to the early success of this initiative.

- **Race hate/crime unit.** One BCU was particularly praised for its work in development of a Race Hate/Crime Unit to provide a central point for all racial and homophobic crime. It monitors all incidents across the BCU area and will investigate the more sensitive and protracted incidents. As well as having very good working relationships with other agencies, the Unit has established some innovative community initiatives.

IDENTIFIED AREAS WHERE HELP AND SUPPORT IS NEEDED TO IMPROVE PERFORMANCE

- **Use of Special Constabulary**. One BCU was advised that it ought to undertake a renewed effort to recruit and retain greater numbers of Specials. Only three Specials commit themselves to regular duty, with a further three offering occasional shifts and yet there had been no recent initiatives conducted to try and enhance recruitment.
- **Abstractions of beat constables**. Abstraction of Community Beat Officers from their dedicated areas to provide response cover was undermining the community policing strategy. HMIC advised the introduction of a local performance indicator to monitor this.
- **Civilianisation.** BCU inspections have identified a number of activities where police officers are performing roles that could be done more efficiently by support staff, thus releasing officers for front-line tasks. For example, telephone investigation of simple offences.
- **Crime Strategy**. The absence of an overall crime strategy was identified as a barrier to success in one BCU. HMIC suggested that the BCU should develop a comprehensive strategy that identifies priority areas, covers handling of intelligence material and inter-agency working within the local community safety strategy. The BCU then needs to establish that all the structures, systems and methods of accountability are in place in order to deliver on the strategy.

4.16   BCUs are, of course, very important centres for innovation in policing. Many other initiatives in community policing, reassurance and crime reduction have first been piloted at BCU level. So as the elements of best practice are shared we will also ensure that BCUs continue to be able to experiment and innovate. It is already clear, however that a number of issues need to be addressed.

TRAINING AND SUPPORT FOR BCU COMMANDERS

4.17   Despite the importance of BCU commanders, the quality of training and support for their role varies enormously; few BCU commanders receive specific training before taking up the role. We will support the Superintendents Association in offering enhanced support to their BCU commander members. Guided by the Standards Unit, the Central Police Training and Development Authority will develop training programmes specifically for BCU Commanders which reflect the complexity of the job and the range of responsibilities which officers take on in this role.

LOCAL POLICING PLANS

4.18   The vast majority of BCUs already produce a local policing plan, prepared as a part of the annual force-wide policing plan. Effective policing and crime reduction are strengthened if there is a clear understanding between all members of the local CDRP about the contribution and priorities of each organisation. We believe that there is considerable scope to involve local people more widely in helping to shape local plans for the policing of their area. We will expect police authorities and forces to include BCU-level information in their Annual Policing and Best Value Performance Plans. Police authorities are obliged by statute to consult the local community they serve. We will promote best practice and encourage innovative ways of reaching all groups within the community, including consultation with community and victims organisations. In particular, CDRPs will be expected to consult the local community on identifying and solving local crime and disorder problems and to inform the community what action is being taken to improve their safety.

DELEGATION OF POLICE RESOURCES AND RESPONSIBILITY

4.19   Basic Command Units are an integral part of the local police force and BCU Commanders are accountable to their Chief Officer. Much organised crime takes place over a wider area than the BCU or, indeed, individual police forces. The work and priorities of each BCU need to be well integrated with the wider police service if serious organised crime is to be tackled effectively. The development of greater responsibility at BCU level must not detract from this important work. Police authorities and forces will also be expected to include details of how they are improving police visibility and accessibility in the local area as part of the BCU information in their Annual Policing and Best Value Performance Plan.

4.20   However, the extent to which responsibility for local policing strategies and the deployment of financial and human resources is delegated to local BCU commanders varies widely. The Audit Commission[27] concluded that 'force headquarters control too much BCU activity, instead of delegating responsibility to the local level and holding BCUs accountable for their performance.' It found that 'one-third of BCU commanders feel that their ability to achieve performance targets is hampered by insufficient local control of resources.'

4.21   The early results of the HMIC BCU inspections confirm the Audit Commission's findings but have not as yet defined the relationship between the degree of delegation and the performance of BCUs.

27 Audit Commission (2001) *Best foot forward: headquarters' support for police basic command units – management paper*. London: Audit Commission.

4.22   We want to ensure that all BCU Commanders have sufficient power and responsibility to maximise the performance of the BCU, whilst making sure that their contribution to tackling wider crime is also at an optimum level.

4.23   In order to establish good practice in this area, the Standards Unit will investigate what constitutes existing good practice, and then will work with ACPO to set up pilots in which the impact of greater delegation of responsibility can be evaluated.

INFLUENCE OVER WIDER RESOURCES

4.24   BCU commanders will have overall responsibility for coordinating the exchange of information with the extended police family (see chapter five), including growing numbers of Specials within their area. We will strengthen the partnership between the police and local authorities through the Crime and Disorder Reduction Partnerships which usually operate at BCU level.

4.25   BCU commanders have a key role in CDRP agreement to the use of Communities Against Drugs money and continued funding for crime reduction. The Communities Against Drugs funding provides CDRPs with £220 million over the period 2001-02 to 2003-04 to disrupt local drugs markets and tackle drug related crime and anti-social behaviour. The funding is supporting a range of interventions including high visibility policing, employing community workers, support to residents groups and CCTV. CDRP plans must be agreed by the police and the Drug Action Team. BCU commanders will need to agree the strategy for tackling crime and drugs, funded with crime prevention and Communities Against Drugs money. Policing priority areas, local areas with very particular difficulties as identified by the Standards Unit, will have a key role in promoting effective local partnerships, which in turn will help access these resources (see chapter seven).

4.26   One key responsibility must be the ability to deploy the mix of available resources flexibly, so that appropriately trained and skilled staff, whether civilian or uniformed, and the relevant technology can be deployed to meet the policing needs of the moment. In short, to be able to do what a good manager will always do – use resources in the most up-to-date and appropriate manner. This is not always available at BCU level at present. Whilst Commanders may well be expected to cope with changing pressures, they will not necessarily have delegated to them the flexibility to use alternative means of meeting the demand. There may well be good reason why some Chief Constables do not delegate freedoms and flexibilities to operate in the same way as others, but there needs to be a clear general principle of delegating to local commanders the freedoms they need to meet the demands of the public on the ground. More detail on these areas can be found in chapter five.

RAISING STANDARDS

4.27   The Standards Unit will work with BCUs to help raise their performance. There is considerable scope to bring BCU commanders together from similar BCUs in different parts of the country to compare and learn from each others' experience. This will, in future, be supported by good practice codes and guidance as described in chapter seven.

4.28   The Standards Unit will have some funding available to help the best BCUs to innovate and develop best practice, and to assist under-performing BCUs that need targeted investment to recover their performance in relation to crime or reassurance.

4.29   In the vast majority of cases, raising standards will be a positive process achieved by support, training and guidance. However, in cases where BCUs consistently fail to achieve good results and to apply established good practice, the Home Secretary will have the ultimate power to intervene, through the chief officer, as set out in chapter seven.

Police numbers and deployment

4.30   Increasing police numbers means that the backdrop to reform has changed from uncertainty to confidence. The reform programme is in addition to more police officers and investment, not instead of them. Following the introduction of the Crime Fighting Fund to tackle the fall in police numbers since 1993, total officer numbers rose in the year to 31 March 2001 by over 1,300. The Fund was set up specifically to earmark resources for the recruitment of additional uniformed officers who would not otherwise have been recruited, and to ensure that the Government's intention of dramatically expanding the number of police officers available was in fact achieved. Under current plans for the Fund total police numbers are expected to rise to around 130,000 by March 2003 – the highest number ever. This is being supported by a major media recruitment campaign which has generated over 44,000 expressions of interest to forces since it started in August 2000. In addition, of course, over 12,700 Special Constables and nearly 54,600 support staff play a crucial role in enabling regular officers to make the best use of their time and skills.

SPECIAL CONSTABLES

4.31   The Government wants to reverse the decline in the number of Specials. Special Constables can be a vital resource in ensuring public confidence, and embody active citizenship. They can act as agents for community regeneration and civic renewal by enabling the public to act in partnership with the police and by encouraging people to take pride in their communities.

4.32   The Government is therefore considering a number of options to improve both recruitment and retention of Specials. Following on from the recommendations in the Home Office funded research in 2000, these are focusing on improvements in the management and deployment of Specials. We are also exploring the case for paying an allowance to recognise levels of commitment. It is particularly important that Specials are utilised effectively, making the most of their commitment and skills to help to increase that active police presence visible in the community.

CHANGES TO OTHER POLICE FORCES

4.33   Although most police forces are governed by the Police Act 1996, there are a small number of specialised police forces which nonetheless have an important contribution to make. These include the Ministry of Defence Police, responsible for military sites, and the British Transport Police with powers limited to railway property. These non-Home Office police forces will be brought within the scope of the new police complaints system (6.55).

4.34   At present neither of these bodies has the power to operate outside the particular jurisdiction assigned to them, however grave the circumstances. The Government believes that this is an unnecessary restriction on the contribution they could make, particularly in the light of the current terrorist threat. Statutory provision for these bodies to operate outside their own jurisdiction, either in relation to a request from a local police force, or in an emergency is being sought urgently in the Anti-Terrorism, Crime and Security Bill. More limited changes will also be sought in relation to the UK Atomic Energy Authority Constabulary which will enable them to operate within 5 kilometres of the relevant UKAEA site.

REDUCING BURDENS AND BUREAUCRACY

4.35   The increase in police numbers will only result in a more visible police force if we deal with the bureaucracy and blockages which are keeping officers off the beat. The existing Best Value performance indicator establishing the percentage of officers in operational, operational support, and organisational support roles provides an important measure here. As part of a programme of work looking at these issues, the Home Office recently commissioned a study by PA Consulting Group[28]. It was based on 400 diaries of police officers in seven Basic Command Units, comprising both rural and urban areas, and provides a valuable insight into the commonplace frustrations and delays experienced by officers during the course of their shift.

28   *Op.cit.*, PA Consulting Group 2001.

4.36   The study found that officers were spending almost as much time in the police station as they were on the street. Of the 43% of time spent in the station, 41% of this was spent on preparing prosecution files and paperwork. Time spent on patrol ranged from 14% on the late shift to 19% on the night shift. If a prisoner were taken into custody this could take between two and eight hours. If a solicitor, appropriate adult or other representative needed to be called the average wait was just over one hour.

4.37   The Home Secretary has therefore set up a task force, to be chaired by Sir David O'Dowd, the retiring HM Chief Inspector of Constabulary, to develop a strategy for implementing its key recommendations as quickly as possible. It will also consider the recommendations of HMIC research on this issue and the report of the HMIC thematic inspection of the visibility and accessibility of the police (to be published in December). The independent task force will include officers at all levels of the organisation, particularly the 'rank and file' officers and support staff who have direct experience of the problems. It will also be asked to revisit the review of police paperwork, *Making a difference*[29], which was carried out last year by the Cabinet Office, to see what measures have been implemented in forces and what more can be done to reduce the burden of paperwork. A full report which will detail the progress made will be produced in July. Following this, the task force will continue to oversee the implementation of the various strands of work over the longer term. This will provide a mechanism for 'bureaucracy-proofing' new policing initiatives. The Cabinet Office already has plans for a further review of police paperwork in 2002, focusing on criminal justice procedures affecting the police and the courts, and this will be linked into the work of the task force. The task force will involve the Cabinet Office in its work and will provide an initial report by March 2002.

29 Regulatory Impact Unit (2000) *Making a difference, reducing police paperwork*. London: Cabinet Office.

TASK FORCE – TERMS OF REFERENCE

To advise the government on, and to co-ordinate, the steps necessary to deliver a significant increase in the capacity of police officers to provide a visible presence in the community, having regard to the recommendations of the relevant studies in this area. To focus in particular on:

- reducing the bureaucratic burden on police officers;
- streamlining the pressures on police time stemming from the wider criminal justice system, in particular the cumulative requirements of primary and secondary legislation;
- ensuring that police time is not consumed on activities which could be, or ought to be undertaken by other bodies;
- making the best use of support staff to ensure that officers are not undertaking tasks that could be carried out by others within the organisation; and
- ensuring more consistent exploitation by forces of IT solutions and adoption of working practices that will cut wasted time.

4.38   We are particularly concerned about the impact of court attendance on officer availability. There have been continuing and serious problems of officers spending a great deal of time waiting to appear in court only to find that cases are either delayed or deferred. Equally there can be problems about the availability of officers given operational and management patterns. There is evidence to suggest that as little as 3% of officer time attending court actually involves giving evidence. This has significant consequences for forces in terms of the operational and financial costs. The consequences go wider than the impact on police resources. If police officers are attending court only to find that they are not needed, then so too are victims and non-police witnesses. Ultimately, this undermines public confidence in the criminal justice system, and contributes to the reluctance of members of the public to act as witnesses.

4.39   The Government is committed to ensuring that the Criminal Justice System is operated in an efficient and effective way in order to minimise the amount of police time which is taken up by court proceedings. This is just one example of unproductive pressures on the valuable time of trained police officers.

4.40   Changes will be made to the listings process to minimise the time that is wasted by officers attending court unnecessarily. But the issues go wider than this, and it will be necessary to examine the problems in much greater detail: we are asking the task force to do so. It is clear from the evidence gathered by the PA study that urgent action is needed to make the most effective use of police officer time generally.

4.41   As part of this exercise we are currently reviewing how IT can be used to reduce the amount of time police officers spend on paperwork away from front-line policing. We are exploring the options for using technology to enable officers to receive, use and send data without the need to return to the station. The progressive introduction of new digital radio technology in police forces as part of the Airwave programme is providing the infrastructure to facilitate such working practices. We are also taking forward IT support for the police which is capable of producing electronic case files that can be transmitted and used by the Crown Prosecution Service and other criminal justice partners.

4.42   One key recommendation of the PA Consulting report to enable officers to spend time tackling crime rather than in the police station is to give support staff the necessary powers and training to carry out functions which are currently keeping officers off the streets, in particular using dedicated staff to question and deal with persons arrested. These are covered in detail below (4.63).

4.43   Effective prioritisation is essential to ensuring officers' time is targeted on the key areas of crime prevention, reduction and detection. That is why, for instance, the Home Secretary has suggested re-classification of cannabis which will free up police time to tackle the crime created by the scourge of hard drugs. The Metropolitan police have estimated that it takes on average three hours of an officer's time to arrest and charge a person for possession of cannabis. The current pilot in Lambeth has saved 650 police hours in 3 months.

4.44   The Home Secretary has also announced procedural changes which will simplify and speed up police work. For example, the Police and Criminal Evidence Act Codes of Practice will be amended to enable video identification parades to be used more as a matter of routine.

Visibility and accessibility of the police

4.45   The measures outlined above will maximise the resources available to the police to maintain a higher visible presence on the streets. A visible police presence on the street enhances public confidence and if properly targeted can lead to a reduction in crime. Undirected patrol, without a clear purpose, would be a poor use of resources and do little to reassure the public. But targeted patrolling, based on intelligence of where and when different types of crime and disorder are occurring can have immediate results:

WEST BROMWICH

'In December 2000 six officers were allocated to provide an intense foot patrol presence in the town centre. It led to a clear reduction in the number of offences compared to the equivalent period a year earlier, particularly for street robberies and purse thefts.'

Diary of a police officer

4.46 Uniformed officers, working on the streets, maintaining the peace 24 hours a day, 365 days a year, are the core of policing – providing the service that the public values so highly. The Government wants to see their role given the respect and status it deserves; we would welcome suggestions on how this might be achieved. The uniformed constable on the streets should not be seen as the 'default option' of policing – a role for those who lack the skills for any more specialised function. It requires skills and qualities of its own.

4.47 But increasing the visibility of the police service will not on its own fill the public confidence gap. The ability of the public to contact the police and the quality of the police response are crucial to public confidence. Forces set their own target time for answering emergency calls: none are longer than 15 seconds and the average is 11.4 seconds. Nationally, 87.1% of the 9.6 million 999 calls in 2000-01 were answered within the target – an improvement on the 83.8% figure for the previous year[30].

999 AND NON-EMERGENCY CALLS

4.48 Given the rise of more than 30% in 999 calls over the last four years (see 1.43), the Government intends to introduce a dedicated phone-line for non-emergency access to the police, subject to feasibility and costs. This would follow the success of national contact numbers already established for NHS Direct and Crimestoppers, and would lead to easier public contact and less pressure on emergency response systems. Ultimately this could be linked into other services such as local authority teams dealing with graffitti or abandoned cars.

4.49 The Home Office and the Association of Chief Police Officers have been working together to address the issue of inadvertent silent 999 calls from mobile phones – approximately 20% of all calls. All 'silent' calls are now routed through a switch that engages a recorded message that states that the emergency services have been called, but that no voice connection has been detected, and that the number 5 on the keypad should be pressed twice if the emergency services are required. OFTEL are currently working with manufacturers to improve the design

30 *Op. cit.*, HMCIC 2001.

of mobile phones to reduce the problems. These changes should be introduced from 2003 onwards. Interim solutions are being sought from manufacturers to provide specific key protection around the '9' and '1' keys to prevent accidental activation.

4.50   The public also has a responsibility to support the police in their jobs by calling on their services appropriately. Up to three quarters of 999 calls do not require an immediate response and 95% of intruder alarms are false alarms. Both of these waste valuable police time; the new task force, led by Sir David O'Dowd, will look at solutions to this problem. Increasing the accessibility of the police service should help reduce unnecessary emergency calls by providing alternative and straightforward means of contacting the police.

IT ACCESS

4.51   One way of reducing inappropriate pressure on control rooms is through the exploitation of alternative channels of communication with the public. In a number of areas the police are already experimenting with public IT terminals enabling people to report crimes or to get standard advice or information. Members of the public with access to the internet can now notify their local police of non-urgent crime through the police portal. This provides a single electronic gateway to a national non-emergency service on the internet, available via the police.uk and UK On-Line websites.

4.52   The Government will be encouraging similar initiatives as part of its drive to increase the amount of public business which can be done by IT. As access to new technologies continues to widen and the public come to expect to be able to make contact with public services electronically as a matter of course, the police will need to be able to provide an appropriate response.

VISIBLE AND ACCESSIBLE STAFF

4.53   A key indicator of a quality public service is its ability to respond to the needs of the public. The next chapter deals with how other, non-police personnel can help to meet the public demand for the increased presence of authority figures. But the police service must also respond by making sure that enhancing its visibility and accessibility is given a consistently high priority.

4.54   This is not always the case. There are clear operational reasons why some duties are undertaken out of the view of the public or cannot be carried out in uniform, but equally there is no reason why detective officers should not wear uniform in public when appropriate. There are high levels of variation between forces in the numbers of officers assigned to

uniformed duty. The HMIC Thematic Inspection into Visibility and Accessibility of the Police – to be published shortly – found that one force had 74% of available staff assigned to uniformed duties, whilst another force had only 48% and stated the proportion of officers allocated to uniform duties reflected an explicit policy decision.

4.55 Similarly, the inspection found a high level of inconsistency in the accessibility of police services in areas such as signposting of facilities, waiting times, availability of information, call handling, and the provision of a suitable environment for enquiries.

4.56 The Government will publish best practice guidance on the approaches that can be used to enhance the accessibility and visibility of the police. Different local circumstances will call for different approaches and the Government does not intend to lay down any one model. Chief officers or police authorities will be expected to include in their annual reports an indication of which measures have been applied locally to increase visibility.

4.57 We are also examining how best to recognise and enhance the status of those working in, and directly relating to, the neighbourhood and community policing function. We would welcome further suggestions on how to achieve this.

4.58 The guidance we intend to issue will focus on the following themes:

- Maximising patrol.
- Delivering services to the public.
- Call handling and IT.
- Partnership working.
- Communicating with and informing the public.

4.59 It will provide a resource for forces to replicate techniques that have been successful in improving visibility and accessibility, such as:

- Having one rather than two officers on patrol or in a vehicle, unless health and safety or operational requirements necessitate double crewing.
- Shared use of the facilities of other agencies to allow paperwork or meal breaks to be taken without the need to return to the station.
- Support staff such as Scenes of Crime Officers wearing a uniform.
- Setting up police kiosks or surgeries to provide easier public contact.
- Volunteers manning police contact points.
- Electronic information points.

COVENTRY

Patrol officers in Coventry now operate part-time from a police kiosk in the city centre. The kiosk was jointly funded by local businesses, Coventry City Council and West Midlands Police. The scheme is already running well and enhancing public confidence, as well as acting as a deterrent to crime and anti-social behaviour.

POLICE OFFICE IN A CHURCH

Criminal justice: the way ahead reported that the vestry of Holy Trinity church in Wentworth, South Yorkshire, now also serves as a local police office. The local community are very supportive as it keeps police officers in the area, and enables them to deal with non-urgent cases at PC Anne Hirst's surgeries.

VOLUNTEERS IN POLICE STATIONS

In the largely rural area of Dyfed Powys, volunteers have long been playing a part in manning remote police stations which are staffed by just a handful of officers. Almost 100 volunteers regularly staff the stations, dealing with the public, taking telephone calls and maintaining radio contact with officers, thus maximising the amount of time they can spend on duty out of the station.

SHARED FACILITIES IN BIRKENHEAD

In 1999 the local authority invited the police to work from the Bebington one-stop housing and benefits shop. This has the added benefit of making the police accessible to groups who might not otherwise seek their assistance.

New roles for support staff

4.60 The figures from *The diary of a police officer* cited earlier in this chapter demonstrate how much of a police officer's time is consumed by tasks in the police station that do not require the full training, skills and powers of a police officer. This has to be reduced to enable a much higher proportion of an officer's time to be spent directly in tackling crime and in providing public reassurance. It would also do much for officers' morale: the complaints about the amount of time spent processing even a routine arrest are familiar to anyone who has spoken to officers in a custody suite.

4.61 We will enhance the ability of support staff to ease the burdens on police officers by improving their status, training and changing the legal framework in which they work. The Standards Unit will take a particular interest in how to make best use of the wider remit of support staff.

4.62 For the new role to be fully effective, it will be important that staff are able to perform various functions, on day and night shifts, so that fluctuations in demand for different tasks can normally be handled without needing to revert to police officers. The functions which could be covered by support staff are set out below.

CASE MANAGERS

4.63 The arrest of every suspect requires a number of procedures and considerable paperwork to be completed. Many are essential to meet legal requirements on the continuity of evidence, on interviewing suspects and on taking statements. Training and clear accountability are required if the needs of courts are to be met while safeguarding the rights of suspects.

4.64 But these are not procedures which require the full powers and training of a constable. The bulk of routine cases can and should be dealt with by suitably trained support staff. Complex investigations, of course, will always require the skills of a senior investigator, and all officers should maintain some experience of interviewing and preparing cases for court to avoid de-skilling.

4.65 Considerable savings in officer time can be made if support staff are used to process arrests wherever appropriate. *The Diary of a police officer* [31] found that an average of just under three hours was required to process an arrest. Dedicated teams of support staff in custody suites could release time equivalent to almost 2,000 additional officers per year[32].

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31 *Op. cit.*, PA Consulting Group 2001.

32 Assuming an 8 hour working day, an average 235 working days a year, and 1,224,000 arrests for notifiable offences.

4.66   The Government will therefore use the Police Bill to ensure case managers have access to specific legal powers they may need to enable them to carry out any of a range of functions relating to the processing of the criminal aspects of an arrest. The relevant functions, not all of which require powers, are likely to include the following:

- interviewing suspects and taking statements;
- processing and documenting prisoners, including fingerprinting and DNA sampling;
- securing continuity of evidence and exhibits;
- preparing case files for presentation to the Crown Prosecution Service; and
- investigating bail applications.

4.67   The role of case manager could be particularly suitable for retired officers. Any police pensions they receive would not need to be abated for employment as a civilian.

WILTSHIRE

Criminal justice: the way ahead reported that Wiltshire constabulary were advertising for civilian investigators to deal with minor offences. The prisoner handling scheme is now operational in the Chippenham division and is helping speed up the return of officers to front-line duties after an arrest. The team includes ex-police officers, a solicitor, a legal executive as well as police officers to assess evidence, conduct interviews, and charge individuals where appropriate. The scheme appears popular with officers and is running as a two year pilot which will be evaluated.

DETENTION STAFF

4.68   Support staff already fulfil the role of detention officer – commonly known as 'gaoler' – in some custody suites, but their legal position is unclear and there is a risk of actions for technical assault. To put the position beyond doubt, the Police Bill will provide them with certain powers and duties, including the following:

- searching detained persons;
- using reasonable force where necessary to take fingerprints and non-intimate samples;
- escorting detainees both within and outside police stations; and
- preventing escape.

SCENES OF CRIME OFFICERS

4.69   More than three quarters of Scenes of Crime Officers are now support staff rather than police officers. Since most of their work is carried out on the basis of consent, they are normally able to conduct their business effectively without the need for formal powers. It would be sensible, however, to provide for the occasions when this is not the case, to ensure that they have the necessary powers of entry, search and seizure to enable them to preserve evidence which might otherwise be lost.

4.70   The net effect of empowering support staff in the ways described will be to enhance the quality of their jobs at the same time as releasing police officers from duties which tie them to the station. But that is only half the story. To make a real difference on the streets, particularly in relation to public reassurance and anti-social behaviour, those additional officers need to be supported by as wide a range as possible of others in the community who share the same concerns. Our proposals for this are set out in the following chapter.

Chapter 5

HELPING TO BUILD A CIVIL SOCIETY

The measures set out in this chapter will result in:

- A new capacity for support staff to contribute to community safety in public places.
- A much greater organised presence of other agencies, accredited by the police.
- New powers available to enable accredited organisations to tackle lower level anti-social behaviour.
- Better partnerships involving Crime and Disorder Reduction Partnerships and Drug Action Teams.
- Policing Priority Areas.
- Firmer action on anti-social behaviour.

5.1 As we indicated at the start of this white paper, the police alone cannot win the fight against crime and disorder. It requires a co-ordinated response by the community as a whole. Local authorities, schools, health services, the voluntary and private sectors, and individuals all have to work in partnership with the police to develop and implement local crime and disorder reduction strategies. This is essential to the well-being both of communities and of the individuals who comprise them.

5.2 To achieve this to the full depends on increasing the police presence in the community, and matching it with greater public involvement of other agencies, groups and individuals. This chapter outlines how we intend to develop and support what has become known as the 'extended police family', through community support officers who are under the command and control of the chief officer, Accredited Community Safety Organisations, better links with others in the community and improved Crime and Disorder Reduction Partnerships. Our target is the anti-social behaviour and disorder which blights so many neighbourhoods and works as a barrier to reducing crime and regenerating communities. The new approaches set out here – as with the flexibilities on issues such as part-time working in the next chapter – will be of particular importance to rural communities, offering a range of options for tackling problems, backed up by full-time officers.

5.3 The initial audits and consultation carried out by Crime and Disorder Reduction Partnerships showed a strong public concern about relatively minor aspects of disorder, sometimes no more than noisy youths. The environment in which people live their daily lives is crucial to their sense of security and confidence, and the Government is determined to do everything possible to support decent civil communities. The police have a vital part to play in securing that, but it is essential that they have the resources and the right levels of training and capacity to address more minor social issues without removing professional constables from the duties which require their full training and expertise.

5.4   Many of the tasks which might be carried out by community beat officers are inevitably of less priority than serious crime. Officers will routinely and properly be called away from neighbourhood work to other duties. Nonetheless, the routine tasks will be important to the local community and a policing presence in some form will play a very big part in reducing anti-social behaviour and disorder and increasing the public's sense of security.

5.5   It must also be remembered that even relatively minor criminal acts have a serious cost to the community: the full economic and social cost of criminal damage in 1999-2000 has been estimated at £4.1 billion[35].

Community Support Officers

5.6   The Government therefore intends to enable chief officers to appoint support staff to provide a visible presence in the community, with powers sufficient to deal with minor issues. The Metropolitan Police has been arguing strongly for this, particularly given the scale of the demand for officers to provide a counter-terrorist presence, but the role has a wide application in tackling anti-social behaviour and increasing community confidence and would be equally important in rural areas.

5.7   Such support staff would be uniformed and would be under the formal direction and control of the chief officer. For day to day purposes, however, they would become part of the local response to crime and disorder delivered by the BCU commander. The Government's priority for funding will remain reaching the target of 130,000 police officers by the end of March 2003. However, where resources allow, police authorities and chief officers will need to consider the proportion of the budget that should be allocated to support staff – either in a patrolling function or freeing up officers' time at the police station – to meet local needs. These staff would be additional to the 130,000 target for regular police officers.

5.8   Community Support Officers deployed in the community would have a vital role to play in support of the police in increasing public safety and contributing to the regeneration of an area. It is envisaged that they would deal with functions such as:

• Anti-social behaviour (monitoring compliance with Anti-Social Behaviour Orders and Acceptable Behaviour Contracts, truancy checking, viewing CCTV footage; dealing with off road vehicles which are mostly unlicensed and without a current registered keeper).

35 *Op. cit.* Brand & Price, 2000.

- Environmental matters (liaison with local authority on graffiti removal, abandoned vehicles, litter).
- Public order support (crowd stewarding, street wardens, crime scene cordon).
- Criminal justice support (curfew checks of offenders on bail, supervision of reparation scheme activities, house to house enquiries, missing persons enquiries, victim support, bail enquiries).
- Providing additional eyes and ears on the streets at all times, but particularly at times of terrorist threat.

5.9   Many of these functions could be carried out without any additional powers. Others could be done more effectively if chief officers were able to give community support officers some limited powers. These powers could range from a requirement to give a name and address up to a power of detention (but not arrest). The issue of powers for community support officers will be covered in the Police Bill. They could include the following:

- a power to detain, pending the arrival of a constable;
- a power to use reasonable force to detain a person;
- a power to stop vehicles, direct traffic or undertake vehicle removals;
- a power to issue fixed penalty notices in relation to a range of anti-social behaviours (e.g. dog fouling, litter, drinking in 'designated areas'); and
- powers relating to vehicle excise offences, emissions and road checks.

5.10   There would need to be accompanying new offences of assault on support staff and of obstructing them in the course of their duty. Support staff would also have to be brought within the ambit of the police complaints processes. Before exercising these new roles and the accompanying powers, the staff concerned would need to be properly trained, and the new Police Skills and Standards Organisation (6.70) will have a key role in defining the needs.

Accredited Community Safety Organisations

5.11   A wide range of organisations and their staff already contribute to community safety and community regeneration. We intend to harness the collective energy and commitment of neighbourhood wardens, security staff and street wardens who can make a direct contribution in partnership with the police. Others including sports stewards, can also play a useful role if they are able to work closely with the police. There are other professionals who already exercise substantial official powers. The most obvious of these are Environmental Health Officers who have to deal with a range of difficult community and social issues, including offences relating to public health, housing, and wider health and community safety issues.

CAMDEN STREET WARDENS

Two uniformed wardens have been employed by Camden Council to provide high visibility patrolling of the High Street since December 2000. There has been a 19% drop in recorded crime over a 12 month period in the area covered, even though the wardens have only been operating for nine months. The wardens maintain very close links with shopkeepers and with the local police, and the initial contract has now been extended indefinitely.

5.12   This is not policing on the cheap but a realistic, hard headed approach to deploying and co-ordinating the people who can work to rid the community of abandoned cars, graffiti, thuggish and anti-social behaviour. The extended police family gives the neighbourhood additional power to take proper responsibility for itself. The sort of functions members of the extended police family would address are broadly the same as for community support officers above, covering environmental matters, anti-social behaviour, stewarding, supervision of reparation scheme activities etc.

5.13   Where the staff of agencies outside the criminal justice system are working in close co-operation with the police service, the Government believes that there should be clear standards and expectations on both sides, but managed with as light a touch as possible to avoid bureaucratic over-regulation. This should operate on the basis of accreditation by the chief officer to ensure that staff from other organisations have the character and training necessary for the proposed role. Where such staff are being given additional powers, it will be important to ensure that both the chief officer, and the individual's employer, agree that this should happen. Accreditation, and the awarding of powers, would depend on the proposal fitting with the overall policing plan for the force and the police authority's views will be important. Crime and Disorder Partnerships will be consulted on the fit between proposals for accredited schemes and the local crime and disorder reduction strategies. Guidance on the process will be prepared in consultation with relevant interests.

5.14   The option for accreditation will be open to the private sector. This may well involve accreditation of services provided by the private security industry, including security guards, wheel clamping services and others who will come under the regulation of the Security Industry Authority.

5.15   The key principles of the accreditation scheme are set out in the box below:

ACCREDITED COMMUNITY SAFETY ORGANISATIONS (ACSOs)

- Accreditation is at the discretion of the chief constable, and is subject to annual review.
- Schemes must be consistent with the force's annual policing plan.
- The police authority and the local Crime and Disorder Reduction Partnership should be consulted on proposals for accreditation.
- A criminal record check on employees must be carried out.
- Training to nationally agreed standards must be completed in specified areas (including basic legal issues).
- Protocols on working arrangements and information sharing with the police and other partners must be agreed.
- Staff would wear a badge or kitemark indicating that their organisation conforms to standards required by the local police.
- Appropriate access should be provided to police command and control systems.
- Staff will work under the direction and control of their own employer, who remains liable for their conduct.
- Day to day co-ordination and information exchange with the police will be through the local beat manager, normally a senior community police officer.
- Adequate disciplinary and complaints resolution procedures must be in place in the employing organisation.
- Costs of meeting these requirements fall to the organisation seeking accreditation.

5.16   Members of Accredited Community Safety Organisations would be eligible for similar powers to those set out above for Community Support Officers, although, as they are not police employees, they would not have the power to use reasonable force in order to detain someone. A number of non-police staff already have significant powers necessary for specific functions, for example, environmental health officers, educational welfare officers, and railway revenue protection officers. For Accredited staff, however, the powers would only be accessible through the operation of a dual key: the chief executive or other employer would have to seek them, and the chief officer would have to agree. If agreed, Accredited staff would only be granted powers relevant to the particular function they were performing. The continuation of the powers would be subject to the annual review of accreditation.

5.17   Any accredited scheme which involves giving powers to members of the private security industry will need to be very clear about the extent of any powers and the areas and premises (such as shopping centres) in which they can be used. It is vital that the public understand who has these powers and where they might be used. It is not the intention that accredited staff from the private security industry would be empowered to provide an independent patrol function on their own behalf: but staff from the private sector could provide a pool from which local authorities, for example, could draw trained individuals to staff a specific scheme such as the West Lancashire Community Wardens referred to below. They could also, accredited by the police, act as eyes and ears linked directly into the police service.

5.18   The precise powers to be exercised by a particular accredited organisation would depend on their role and local requirements. All accredited staff would be publicly recognisable by the badge or kite-mark worn on their uniform and no powers would be accorded to non-accredited staff. To ensure consistency and increase public understanding, accredited staff in the same employment groups, for example street wardens, would exercise the same powers within any one force area. We are using the term 'street warden' as an example, although in some local authority areas 'neighbourhood warden' might be used for those who are accredited in this way. In other areas such a term might refer to local social services or caretaker services. To avoid confusion we will use the term 'street warden' in this document. We expect those at local level to ensure there is consistent terminology which people will understand.

5.19   Appropriate systems of accountability and complaints would need to be determined between the accredited organisation and the police. This should follow the same pattern for organisations with staff performing the same functions.

5.20   Where powers are to be given, the importance of adequate training is paramount. Training already takes place for Neighbourhood Wardens and similar groups and is currently provided through the Home Office Crime Reduction College. The new Police Skills and Standards Organisation will have an important role in drawing up the training requirements. Once the new training needs are clearly identified, there will be opportunities for local training providers, possibly working with the Central Police Training and Development Authority, to tailor training to suit local needs.

5.21   Accredited organisations will gain credibility and effectiveness from their visible linkage with the police, by the powers they may have to make a difference, and by the extent to which they are representative of the community they serve. The police will benefit from access to the eyes and ears of a great many more people in public places, and direct assistance in

tackling anti-social behaviour. And the community will be aware of many more authority figures, directly linked to the police, and making a real difference to the local quality of life. There are particular benefits here for sparsely populated areas, where response times for uniformed officers are necessarily a problem. Other organisations will, of course, continue to perform their own functions perfectly satisfactorily without seeking accreditation and close links with the police.

5.22 Exchange of information between the police and the members of an accredited scheme would normally be co-ordinated at the local level by a senior beat police officer in order to ensure the best flow of intelligence about current problems between all those involved. This would have the added benefit of providing an enhanced role for the community beat officer. In some cases the intelligence co-ordination role may be better taken by someone other than a police officer; this would be a matter to be determined locally, with the agreement of the police.

5.23 Some accredited schemes could be suitable for commercial sponsorship or maintained as a specialist service within the private security industry, providing a service as required at different private venues or in support of the police. This would be putting on a more organised and professional basis the shopping centre guards or stadium stewards who are already familiar to the public.

5.24 Models for this sort of arrangement already exist. West Lancashire community wardens became operational on April 17 this year and preliminary research findings were published in *Police Review* [36]. These wardens have no powers beyond those of a citizen, but their public function accords closely with the concepts in this chapter:

WEST LANCASHIRE COMMUNITY WARDENS

In a study of community wardens in West Lancashire, Donaldson and Johnson[37] identified three areas of warden activity: crime prevention, environmental improvement and community development. In pursuit of these activities wardens on the West Lancashire scheme engaged in the same comprehensive range of tasks described in earlier research[38]: security patrols, environmental improvements, tenant liaison, information provision to residents, information provision to the police and local authority, visits to vulnerable tenants and victims of crime and harassment and responding to neighbour disputes and anti-social behaviour.

36 Donaldson, R., and Johnston, L.(2001) 'Community service'. *Police Review*, 19 October, 2001 Vol. 109. No. 5644: pp 26-27.

37 *Op. cit.*

38 Jacobson, J. and Saville, E. (1999) *Neighbourhood warden schemes: an overview*, Crime Reduction Research Series Paper 2. London: Home Office.

The authors draw attention to three features of particular interest in the scheme:

- It is the result of a public-private partnership between West Lancashire District Council, Lancashire Constabulary, and a private security company which provides the personnel for the scheme.
- The scheme involves a private security company with public funding.
- Unlike many other local authority schemes, this involves preventative patrols, with the full backing of the police including weekly intelligence meetings.

> 'Early indications are that the wardens are fulfilling a wide range of useful tasks, many of which would otherwise have been undertaken by police officers or not done at all. They are also making a significant impact on public reassurance, although this is currently anecdotal and obviously difficult to quantify. Divisional police management were involved in specifying the terms of reference of the Wardens, writing their job descriptions, contributing to their training, and on a daily basis they are part of the police tasking and co-ordinating mechanism. I have no reservations about the fact that they are employees of a company.'
>
> Chief Superintendent Paul Harry, Divisional Commander,
> Southern Division, Lancashire Constabulary

5.25 The Police Bill will set out the powers which may be extended to persons other than police officers. Whether they are made use of locally will depend on whether the employer seeks them and whether the chief officer and police authority judge that this would be in the interests of their overall policing objectives. We will expect the force's annual policing plan to set out the way in which it sees Accredited staff, with or without powers, contributing to the reduction of anti-social behaviour and disorder and the increase of public confidence in the force area. The Standards Unit will have an important role in spreading good practice as the use of Accredited staff grows.

The wider community role

5.26 Building and maintaining strong communities does not happen by accident. The collective effort of all in the community is necessary if we are to achieve the goal of reduced crime and community safety and cohesion. This is a common endeavour and depends on a common commitment.

5.27   In that sense the extended police family goes much wider than those organisations which will be accredited and working closely with the police in a direct community response to anti-social behaviour and disorder. A great many occupations involve employees who work in public and will be aware of normal – and abnormal – patterns of activity. In some cases radio equipment is already being provided as part of targeted policing initiatives, to enable immediate contact with the police. In other areas volunteers can make a significant contribution as in North Yorkshire where a group maintain something akin to a mobile neighbourhood watch in a rural area. While there is a contribution to be made here, especially as the eyes and ears of the community, there would be no formal accreditation and no question of powers being accorded.

5.28   The Government intends to consult separately on a framework for increasing community skills and knowledge in crime reduction with the aim of preventing victimisation and increasing participation in local or partnership activity.

Local partnership working

5.29   The police and the extended police family will only be able to make real progress in the fight against crime, anti-social behaviour and disorder if all agencies in the community – especially local authorities – work together to meet common goals. The Crime and Disorder Reduction Partnerships are vital in harnessing that joint activity at local level and ensuring that local community concerns are properly met, whether in urban or rural areas. They encourage partners to assess the root cause of crime and disorder problems, rather than simply leaving the consequences as a matter for the police to deal with. 'Problem oriented policing'[39] can be greatly helped by the full support of all other agencies who may be able to contribute. The Government will expect partnerships to put in place mechanisms which take account of the views of local authority elected members and provide those members with feedback about how their views have been taken into account in setting the partnership's strategy and direction. There are also important links to Local Strategic Partnerships (see 5.37).

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39 Problem oriented policing involves identifying a crime or anti-social behavioural problem, analysing and understanding its real nature and underlying causes, designing a response to deal with the underlying cause, and implementing it in partnership with others by the effective, efficient and focused deployment of the resources needed.

5.30 These partnerships bring together police, local authorities, and a wide range of statutory and other bodies. Working together they make a real contribution to tackling crime. Local authorities are designing out crime in street and building schemes; hospitals are participating in violent crime reduction schemes and schools are participating by providing opportunities for personal safety education for young people and tackling low educational achievement and truancy. In the last 3 year strategies prepared by the partnerships in 1999, over 80% identified fear of crime as an objective and this will have been among the issues on which they will have set targets under Home Office guidance.

5.31 The performance of local Crime and Disorder Reduction Partnerships is crucial to tackling crime and the fear of crime. Many partnerships are already working well and showing significant local achievements. But others are not yet functioning as effectively as they need to and, in some cases, lack the commitment from the various partnership agencies. Although the Crime and Disorder Act (section 17) requires local authorities to do all that they reasonably can to prevent crime and disorder through the exercise of their normal functions, many have shown less progress in some departments such as planning, than they may have demonstrated in other areas. We will support effective working by Crime and Disorder Reduction Partnerships and ensure that we and other agencies are able to take action if partnerships are failing to deliver. By setting targets and providing additional flexibilities, Public Service Agreements may provide Local Authorities with an incentive to address these problems.

5.32 The Home Office's regionally based Crime Reduction Directors will continue to support and develop partnerships. They have been asked to identify those partnerships that are currently under-performing and, where necessary, draw them to the attention of the Standards Unit. The powers of the Secretary of State to call for reports on partnership strategies and implementation will ensure that the necessary information to make these judgements is available – we will review this.

5.33 The new Director of the Standards Unit will be considering how the future role of the regional Crime Reduction Directors can best be connected to, and linked in with, the work of the Standards Unit in meeting the priorities laid down by Ministers. The Best Value framework incorporating joint inspections by HMIC and the Audit Commission will provide the mechanism for monitoring and comparing performance in Crime and Disorder Reduction Partnerships and their constituent authorities. We also expect HMIC inspections of Basic Command Units and the work of the Standards Unit to highlight areas where partnerships are failing for reasons beyond the control of the police.

5.34   Where partnerships are facing difficulties, it will be possible to intervene and support them in a number of ways. At national level all Government departments need to work more closely to encourage commitment to local partnerships and to ensure that key programmes, like Neighbourhood Renewal, fully reflect the Government's commitment to crime reduction, including the implementation of section 17 of the Act. Progress across Government will be monitored by the Cabinet Sub-Committee on Crime Reduction, chaired by the Home Secretary.

5.35   With the regional Crime Reduction Directors, the Standards Unit will be able to promote best practice in effective partnership working. The Partnership Development Fund (PDF) will continue to be used to support effective local partnership working. This fund enables Crime Reduction Directors to target resources to improving the capacity of CDRPs to address local problems. Applied against specific criteria (information sharing; data analysis; capacity building; supporting remedial work with failing partnerships) PDF money has provided effective support for the work of partnerships. We will also want to ensure that future investment in crime reduction and related programmes support partnership working and that investment is made where partnerships have demonstrated their ability to deliver Government and local priorities. We are actively encouraging local authorities to put forward Local Public Service Agreements which offer the prospect of additional finance and greater local flexibilities in return for a commitment to stretched targets – including on crime reduction.

5.36   We also want to work with other agencies to support CDRPs. Significant support is already offered through organisations such as Crime Concern and the National Association for the Care and Resettlement of Offenders. The Local Government Association, in conjunction with the Improvement and Development Agency (IdeA) could offer important help to local authorities by supporting an advice and mentoring scheme using the skills of those authorities that have already demonstrated success in this area and in the implementation of section 17 of the Crime and Disorder Act 1998, which requires police and local authorities to take account of crime and disorder in everything that they do. We are currently exploring with the LGA how this might be delivered.

LOCAL STRATEGIC PARTNERSHIPS

5.37   Local Strategic Partnerships (LSPs) are now being developed across the country. The intention is that they should co-ordinate and drive forward work within local communities improving public services, renewing deprived neighbourhoods and developing strong and safe communities. CDRPs and the police will need to be key players in the Local Strategic Partnership, both to ensure that other local service deliverers can contribute fully to the crime reduction agenda, and to ensure that the police and the CDRP can co-ordinate their input into the wider neighbourhood renewal strategy for the area. This might involve

agreeing that a portion of the Neighbourhood Renewal Fund allocations in deprived areas be devoted to crime reduction.

CDRPs AND DRUG ACTION TEAMS

5.38   We are also looking carefully at the interaction of connected initiatives. The Crime and Disorder Reduction Partnerships (CDRPs) and Drug Action Teams (DATs) have separate functions, but in many areas it is often the same local level representatives meeting in different bodies with more or less the same membership. To simplify working relationships at the local level, and in recognition of the overlap of interests, the Government believes that it may be more effective to bring the two bodies together to create a single new partnership – as is already effectively happening in some areas. We are consulting with practitioners on the best ways of working together, but as the two bodies come together, there could be greater coherence in local application of national funding arrangements. (The National Assembly for Wales will shortly be consulting about future arrangements in Wales in the light of the proposed abolition there of health authorities. The following paragraphs should therefore be read as applying to England only.)

5.39   There are obvious practical benefits here, and the link between drug abuse and crime is well known. But it will be equally important in considering any changes to ensure that other aspects of the drugs strategy, including preventative work and treatment, do not get diminished in the wider context. If managed successfully, however, this could result in activities and pooled budgets being focused at the level where the work will best be carried out. The principle should be to apply the activity and funding at the lowest practical level, city, borough or district, rather than to see activity drawn automatically up to the highest level simply because that is the source of some of the funding or responsibilities.

5.40   In 113 cases, existing DATs and CDRPs cover the same areas, following the boundaries of unitary authorities. The remaining 36 DATs, however, primarily at county level, cover a total of 241 CDRPs. The first group would have little difficulty coming together and there is likely to be a high degree of commonality in membership. These could start working together on a shadow basis and in multi-tier authorities counties could engage fully with districts, as presently required under the Crime and Disorder Act. However, where a joint strategy between county level services and very small districts did not prove viable, districts could be enabled to merge for these purposes subject to the Secretary of State's agreement or at his instigation.

5.41   The Government will be considering these issues further and, if a decision to bring the two bodies together is taken, would consult separately on how best to manage this transition without disruption either to crime reduction activity or to the delivery of the drugs strategy.

POLICING PRIORITY AREAS

5.42 The Standards Unit will also work with the police to identify Policing Priority Areas where the machinery for engaging with the local community does not exist or is not working effectively. All these Policing Priority Areas are in the 88 most deprived areas which receive Neighbourhood Renewal Funding. Where deficiencies in the machinery for engaging with the local community are a barrier to effective policing and reducing crime, the Unit will offer support to the police and Crime Reduction Directors, local authorities and others. Pilot Policing Priority Areas will be established in January 2002 in London, Bristol, Bradford, Stoke and North Wales. The aim will be to support the police in promoting an effective local partnership to deal with the problems of a very closely defined area. Co-ordinated and targeted action by the police and other agencies has the capacity to turn round problem areas. Police action in these most deprived local neighbourhoods and streets will also be a major contributor to the Government's National Strategy for Neighbourhood Renewal.

INDIVIDUAL RESPONSIBILITIES

5.43 In the drive to reduce crime we need individuals and communities to acknowledge and act on their responsibility to support the police. In the United States citizens contracts are signed between local residents, the city authority and the police, agreeing a joint approach to combating crime and anti-social behaviour through each party promising to help the other and receiving promises of support itself. These demonstrate the right to be protected and the responsibility to act, individually and as a community, to protect the most vulnerable in society as well as ourselves. Crime and Disorder Reduction Partnerships should encourage the same sort of joined up thinking, with rights and responsibilities going hand in hand.

PRIVATE SECTOR RESPONSIBILITIES

5.44 The private sector also has a role to play, both locally and nationally. Progress has been made through groups such as the Vehicle and Retail Crime Reduction Action Teams. Both these teams have private sector chairmen and bring together organisations which have key crime reduction contributions to make at the national level.

5.45 The vehicle team (VCRAT) published its strategy for meeting the Government's vehicle crime reduction target in September 1999 and is now overseeing its implementation. This includes a Car Security Package aimed at the owners of older cars and involving the active support of local garages and dealers to be successful. The retail team has been developing local partnerships to help tackle retail and related crimes in large shopping centres. The Government is determined to use to the full the ideas and professional expertise of the private sector in addressing problems which affect us all.

5.46 Major public events will always pose significant demands on policing. Where these are commercial enterprises, it is reasonable to ask how far it is right to expect the tax-payer generally to meet the costs of the consequential policing requirements of events designed for profit.

5.47 The principle currently applied is that any policing requirements on private property are paid for by the venture concerned, while the cost of meeting policing needs in public areas outside the venue fall to the police. This is the basis on which the Bluewater shopping centre in Kent meets the cost of the twelve police posts on its premises, on a three year contract at some £570,000 a year. The problem arises where there are disproportionate burdens.

5.48 We are concerned at the cost incurred in policing entertainment venues, particularly clubs operating late into the night. There are already a number of initiatives where, in addition to controls exercised by entertainment licensing, magistrates responsible for drinks licenses have reached agreement with pubs and clubs on information sharing and action against known hooligans and binge drinkers. We are keen to explore with the industry and with licensing authorities the potential for building on and extending the voluntary agreements already reached in a number of areas which have resulted in entertainment venues making a contribution to the policing and public order costs generated by their activities. The Greater Manchester example in the box below demonstrates the scope for sensible collaboration:

> **PETER STREET, MANCHESTER**
>
> Peter Street in the south of the city centre has been transformed over the last two years from one of the quietest streets on a Friday and Saturday night to one of the busiest as the number of licensed premises has risen from one to ten. A pilot scheme has now been set up whereby Greater Manchester Police deploy an officer to the street and the licensed premises pay for a second, the two of them patrolling the street on foot. They have communications access to CCTV and the managers of the bars concerned, and liaise with doorstaff and others with an emphasis on prevention of trouble. Bars in the street contribute to the costs of the additional officer in proportion to the capacity of each venue; two out of the ten, both owned by the same major national company, declined to contribute.

5.49 We intend to look at how we might develop schemes of this sort more widely, balancing policing costs and licensing arrangements on a mutual cost benefit basis, and taking into account an assessment of the regulatory impact. We recognise that in view of the difficulties experienced by the tourist industry over recent months, we will need to be sensitive to

economies of scale and the elasticity of demand. An important factor would be the extent to which the premises concerned took a responsibility themselves for the public order implications of their activities, whether through the use of stewards at sporting or outdoor entertainments, trained staff, or the employment of Accredited Community Safety Organisations to maintain an orderly atmosphere in the immediate environs. A careful analysis will be needed and we would welcome views on how these objectives could best be met.

THE TRAFFORD PARK INITIATIVE – GUARDSAFE

Trafford Park in Manchester is the largest business park in Europe, covering over five square miles and with 1,600 businesses operating within it. Over 100 security companies guard it with about 2,500 staff. Two community beat officers are assigned to the Park. Nonetheless the crime rate was very high.

The Guardsafe Partnership was formed from an alliance between Trafford Park, the Greater Manchester Police, Trafford Metropolitan Council, Trafford Park Business Watch and Noble Security Services UK. The aim was to bring the police and the private security companies working in Trafford Park closer together. Using a grant from the Home Office Crime Reduction Programme, the initiative worked to connect the operations of the many private security companies, to improve communications between them and the police, and to ensure that security guards were well trained. Each guard is now personally vetted and receives a licence after four days training, including one day on police communications and intelligence.

The result is professional teamwork which is reducing the volume of crime at Trafford Park and response times to incidents are now down to two minutes.

'GOLD ZONE' LIVERPOOL CITY CENTRE PATROL

In November 2000, Liverpool City Council and Merseyside Police entered in to an agreement whereby the council funded twelve extra constables, known as the 'Gold Zone' team, to patrol the city centre.

The objectives are to:

- provide a high visibility, uniformed policing presence in a defined area;
- enhance the safety of residents, businesses and visitors to the city centre; and
- carry out foot patrol with the aim of reducing crime and disorder and the fear of crime.

There are six zones, with two officers assigned to each. A survey was undertaken one month after the commencement, using the City Centre Management Database (covering businesses only). Analysis of 170 returned questionnaires showed that 43% of respondents were satisfied or very satisfied with visibility (compared with 7% for a similar question in the Merseyside Citizens' Panel survey in January 2000).

Other performance indicators for the team relate to the number of arrests, Fixed Penalty Notices, intelligence submissions, requests for assistance, time spent on high visibility patrol (from de-brief sheets), visits to premises within the zone and traffic advice.

5.50   There are other types of business activity that, by their nature, generate particular opportunities for crime and, as a result, increased pressure on the police. Mobile phones that are easy to steal and hard to disable once stolen are involved in much of the current levels of street robbery. Credit card fraud costs business and, ultimately, the public over £300 million a year. Close partnership working between the Government and the relevant industries can show very significant reductions in crime as the vehicle and crime reduction task-forces have shown. The Government is working closely with the credit card and retail industries to encourage the introduction of more secure chip and pin technology. These partnerships are very welcome, but we also believe that it is often appropriate to go further and to encourage the private sector to make a direct contribution to the policing costs involved in tackling this crime. 'Operation Pimpernel' has tackled vehicle financing fraud in Merseyside effectively. We are working with the credit card industry to develop an anti-fraud team. These projects have developed on an ad hoc basis to date. In the future we intend to develop a clear framework for public-private partnerships to tackle specific business related crime.

Central Government & local partnerships

5.51 Local partnership working must, however, be supported by co-operation at a national strategic level as well. Central Government must demonstrate a consistent approach across the various departments of state towards building safer communities, finding solutions to crime and disorder, and tackling drug abuse. A cross-cutting review of crime reduction carried out for the 2000 Spending Review identified a number of areas where action by departments other than the Home Office could have a significant impact on crime. These included reducing truancy and providing a full curriculum to excluded pupils, tackling alcohol abuse, and providing effective mental health services in the community.

5.52 Following the election, a new ministerial committee on crime reduction has been established, chaired by the Home Secretary, to take forward the cross-Whitehall agenda on crime reduction. The need for very close co-operation is particularly striking in the case of alcohol abuse. Around 40% of violent crime is alcohol related, and a third of all stranger violence takes place in and around pubs and clubs. The vast majority of people arrested for assault and nearly two thirds of those arrested for public order offences have been drinking heavily.

5.53 The Department of Health is currently drawing up a cross-departmental strategy to reduce alcohol misuse which will address crime and disorder alongside public health and education issues. The Department of Culture, Media and Sport are taking forward the manifesto commitment to modernise our licensing laws, building on the important measures included in the Criminal Justice and Police Act 2001 to reduce alcohol-related disorder. The objective is to reduce crime and disorder in and around licensed premises. There will need to be adequate safeguards to ensure that longer opening hours do not cause unreasonable disturbance to others, with opening hours being restricted, where necessary, to prevent crime and disorder or to assure public safety.

5.54 Abandoned vehicles provide another example. They may be untaxed and have been used in crime; they provide an opportunity for vandalism; they create an atmosphere of neglect which fosters anti-social behaviour and crime; and they create pollution and safety risks, especially to children. The Department of Transport, Local Government and the Regions and the Department for the Environment, Food and Rural Affairs have announced new measures. These include shortening the notice period before vehicles can be removed or destroyed, and enabling local authorities to act as DVLA contractors with access to the DVLA database. In the longer term the Government proposes to tighten registration procedures so that responsibility for licensing remains with the currently registered keeper until a notification of transfer can be proved. These measures are currently the subject of a consultation exercise, due to close at the end of January 2002.

5.55 Other cross-Government activities include:

- The National Strategy for Neighbourhood Renewal. Tackling crime and disorder in deprived neighbourhoods is a key feature of the strategy which recognises that we must increase community safety and well-being if we are to succeed in renewing and regenerating these neighbourhoods.
- Early intervention. This is also vital if we are to prevent children and young people from making the wrong choices about how they should lead their lives. Sure Start does this for pre-school children, the Children's Fund for children aged between 5 and 13 and the Connexions service for teenagers. These programmes build safer communities by supporting individuals during the early parts of their lives, helping them flourish at school, find work and become active citizens.
- The work of the Youth Justice Board.
- A wide range of community initiatives and inclusion programmes up and down the country for all sections of the community.

5.56 We are committed to ensuring that all partners, across government and the private sector, play their proper role in helping to create social conditions in which criminality is less likely and in reducing the opportunity for crime.

SAFER COMMUNITIES INITIATIVE

5.57 The Government made a ground-breaking investment in crime reduction through the Crime Reduction Programme, the largest ever evidence-based programme of over 1,400 different projects around the country to reduce crime in communities, promote good practice and extend our knowledge of what works. This programme is drawing to a close in 2002 and we are now planning the next stage of the 10 year Crime Reduction Strategy. The Safer Communities Initiative will apply the lessons learned from the CRP and enable local partnerships to deal effectively with crime and disorder in their areas in order to meet national targets and tackle local priorities identified in crime and disorder audits.

Tackling anti-social behaviour

5.58 Anti-social behaviour blights lives and communities. Over the past few years, the range of tools available to tackle anti-social behaviour has been extended significantly. There are new powers to curtail the activities of people who indulge in persistent anti-social behaviour. Powers to tackle irresponsibly run licensed premises have been increased. The courts have a wider range of sentences available. Measures to deal with disruptive private sector tenants

are being developed across Government. In this section we detail some of those new powers.
But new powers can only be used successfully if each local area has a well-coordinated
strategy for tackling anti-social behaviour. The police cannot be expected to deal with persistent
nuisance if local authority housing departments will not take action against bad tenants.
Local councils will not be able to tackle environmental damage if the police do not give a
sufficient priority to persistent offenders. At the end of this section we set out how we expect
local Crime and Disorder Reduction Partnerships to develop and implement local ASB strategies.

ACCEPTABLE BEHAVIOUR CONTRACTS – ISLINGTON AND CAMDEN

The idea of the Acceptable Behaviour Contract (ABC) was a joint initiative of the Islington
Borough Council Housing Department and Islington Borough Police.

Young people who have been engaged in persistent anti-social behaviour are interviewed
with their parents by the housing department, with the police present. The young person
is given the opportunity to agree a contract not to engage in specified anti-social activities.
The contract makes clear that continuation of the anti-social behaviour would constitute
a breach of the family's tenancy agreement and render them liable to eviction. With the
tenancy at risk, the parents take the situation far more seriously.

The contract, and any breaches of it, would also provide evidence to help secure an
ASBO if necessary.

As Superintendent Busby commented: 'Speed is of the essence in this process, loutish
behaviour on Monday night – a call from the authorities by Thursday evening: that has
an impact.'

ANTI-SOCIAL BEHAVIOUR ORDERS (ASBOs)

5.59   A key tool in tackling anti-social behaviour is the use of an ASBO. Take up has been slow in
many areas, due to a perception that ASBOs are expensive, labour-intensive, slow, ineffective
and litigious. But recent research commissioned by the Home Office (to be published) has
shown that this legislation can be efficiently and effectively used. The more people use
ASBOs, the less dismissive they are of them.

5.60   ASBOs are not an end in themselves. Fewer ASBOs can mean that problems have been
solved in other ways including positive action, formal warnings and acceptable behaviour
contracts. In Wrexham, for example, just one order has been made, but the real measure of
success is the 1,500 or so incidents that have been resolved through partnership working
before an ASBO had to be used.

5.61 In the light of these findings, the Home Office will streamline the procedures involved in obtaining an ASBO and develop a national procedure for obtaining, deploying and targeting ASBOs, backed up by the most suitable step by step warning system – letters to parents or other responsible guardians, Acceptable Behaviour Contracts, formal warning interviews, and so on.

ANTI-SOCIAL BEHAVIOUR ORDERS

Anti-Social Behaviour Orders, often referred to as ASBOs, were introduced by the Crime and Disorder Act 1998. They offer a radically new way of using the legal system to deal with people involved in some of the worst and most persistent forms of anti-social behaviour. An ASBO is not a criminal penalty, it is a Civil Order which a court may impose on the application of the police or a local authority, who must provide the evidence that an ASBO is necessary to protect people against the anti-social behaviour of the person concerned. If the conditions in the Order are subsequently breached, then the offender is liable to be imprisoned for up to five years.

So far, the courts have issued more than 450 ASBOs. But there is scope for them to be used more widely than they are at present. In the light of the experience of the last couple of years, the Government will shortly be consulting on ways of streamlining the procedures for obtaining an ASBO: these could include guidance on the evidential standards required, changing the legislation to widen the circumstances in which they can be imposed, and allowing people other than the police or local authorities, such as registered social landlords, to apply for them.

5.62 This is because ASBOs work best if supported by a menu of possible options that should be applied before the full severity of an ASBO is invoked. It is not the ASBO itself, but the threat of the ASBO and a clear statement on what the consequences of this will be, that in most cases will be effective. Only for the most persistent offenders will the full force of the ASBO be required.

5.63 Beyond ASBOs, the police and the extended police family have a key role in tackling anti-social behaviour. Much of the behaviour that ruins peoples lives – rowdiness late at night, for example – need not involve police officers themselves, but could effectively be tackled by police-accredited Private Security Staff, Neighbourhood Wardens, or Accredited Community Safety Organisations. We are looking at the part this wider police family could play in cracking down on anti-social behaviour.

5.64   Alcohol misuse is clearly an important factor in anti-social behaviour – whether it be groups of disruptive youths drinking in public spaces or disorder associated with unruly premises. The most recent review of CDRP audits and strategies in 1999 found that 57% had identified alcohol-related crime and disorder as a priority. We have therefore increased police powers to deal with these issues.

5.65   In terms of drug-related anti-social behaviour and nuisance, the Home Office and Department for Transport, Local Government and the Regions are jointly considering what more can be done to tackle this menace. This includes issuing important new guidance to local authorities and landlords to improve their response to drugs misuse and drug dealing in rented properties.

5.66   The Criminal Justice and Police Act 2001 provided new powers to help tackle alcohol related crime and disorder. These have just come into effect and include:

- new powers to enable the police to close licensed premises immediately, for up to 24 hours, where there is disorder on or in the vicinity of the premises, or disturbance caused by excessive noise;
- increased police powers to close unlicensed premises, to deal with rogue establishments which open late at night (particularly in the west end of London) and attract criminal activity;
- a power to allow the police and local authorities to conduct test purchasing, using persons under 18, to help reduce the illegal sale of alcohol to under-18s;
- a positive duty on licensed premises staff to be satisfied as to the age of those purchasing alcohol; and
- a duty on all those working on licensed premises to prevent drunkenness and disorder on the premises, and not to sell or serve alcohol to a drunken person.

COMBATING ALCOHOL-RELATED DISORDER – OXFORD AND YORK

Thames Valley Police in Oxford have forged successful partnerships with pub landlords through 'Pub Watch' Schemes. These reduce disorder by improving communication between pubs and the police. Members of a scheme are linked to each other and the police by a pager system which fast tracks information on incidents and likely troublemakers to all those involved. Thus problem premises are identified and methods to resolve the disorder can be undertaken.

Led by the York Police Licensing Department, York Pubwatch also involves all pubs and clubs in York being linked by a text paging system. The police divisional HQ can send out early warning messages instructing premises in a particular area to close.

5.67 New measures to tackle anti-social behaviour through housing policy are also in place. New Civil Proceeding Rules, streamlining and expediting court proceedings for persistently unruly tenants, are now being implemented. ASBOs are a particularly effective tool in tackling persistently anti-social private tenants or owner-occupiers where these new court procedures do not apply, because they can be directed to any individual, regardless of their tenure.

5.68 The key to good practice in this area is for Crime and Disorder Reduction Partnerships (CDRPs) to recognise that anti-social behaviour is everyone's business – not just the police, but the Local Authority Housing and Environmental Health Departments, the Youth Service, the voluntary sector, local businesses, and schools – all have a part to play in tackling this behaviour. The Fire Service also has a key role in local crime reduction partnerships and many excellent examples of crime reduction work initiated by individual fire brigades already exist. We will ensure that local fire services are now able to co-operate fully in the work of local partnerships.

5.69 All CDRPs are currently undertaking audits of local anti-social behaviour and will be drawing up strategies that will clearly set out agreements between local partners as to what actions will be taken and how the various powers available to them should be collectively used.

5.70 It is absolutely essential that people are identified in each area to take the lead in formulating responses to the anti social behaviour problems in their locality. All Crime and Disorder Reduction Partnerships have now been asked to nominate an Anti-Social Behaviour Co-ordinator to lead this work. That Co-ordinator will be responsible to the members of the Partnership for ensuring that the different ways in which the problems of anti-social behaviour are manifested within the partnership area are analysed, and that appropriate responses by all the partners are drawn up and fully implemented. As with crime reduction strategies more generally, the Best Value framework and the new joint inspections by HMIC and District Auditors will provide the mechanism whereby progress across all local authority areas can be monitored and compared.

5.71 The powers of the Home Secretary to call for reports from partnerships will enable our regional Crime Reduction Directors to ensure that partnerships have appropriate strategies to deal with anti-social behaviour and that they are being implemented effectively.

Chapter 6

HUMAN RESOURCE MANAGEMENT: THE RIGHT PEOPLE IN THE RIGHT JOBS

The measures set out in this chapter will address:

- Consistent standards for police recruits.
- Recruitment of specialists from other backgrounds.
- A reduction in sickness absence.
- An occupational health strategy and less ill-health retirement.
- Flexible working arrangements to avoid losing trained officers.
- Greater management flexibility through removal of unnecessary regulations.
- Improved service through career-long training and development.
- Better terms for front line staff.
- Better selection and management of chief officers.

6.1 Reform means giving the police service – managers, officers and support staff – the support and flexibility it needs to deliver a first class service to the public. Police officers and support staff need to have the security of knowing that the modernisation of the service will be matched by modern management and reward systems.

6.2 This chapter sets out how the Government intends to deliver a modern police service in which managers can make the best and most flexible use of staff, with local shift patterns that adapt to meet the changing demands of the service as well as the diverse needs of the workforce. It also sets out how the Government intends to encourage officers to stay on after retirement, and bring down sickness absence and medical retirements to acceptable levels.

Pay and Regulations

6.3 The bulk of police employment regulations pre-date modern employment legislation. They do not provide for the flexibility required of modern operational policing nor do they meet the needs of a current employment patterns. They have led to a position where:

- entry standards vary between forces;
- it is difficult to bring in trained specialists from other backgrounds;
- pay is determined by length of service, irrespective of the demands of the post;
- rest days are rostered a year in advance, and change at less than 15 days notice carries financial penalties;
- medical retirements are around one third of all retirements, with one force having 63% of retirements in 2000-01 on medical grounds;
- restrictions on part-time working lead to the loss of experienced officers; and

- pension arrangements mean there is no incentive for officers to stay in the service beyond 30 years.

6.4   The regulations inhibit the flexibility of managers to deliver an efficient and effective policing service, responsive to changing needs and pressures. They constrain the ability of police officers to have modern career patterns and fail to meet the aspirations of those entering the employment market today.

6.5   Current arrangements for police pay combine:

- basic pay determined by length of service in the rank;
- enhanced pay for overtime;
- premium rates of pay for working on a rostered rest day or public holiday; and
- allowances either for geographical reasons (London allowance) or in relation to specific purposes (travel and subsistence, dog handlers etc).

6.6   These arrangements, set out in regulations, provide no flexibility for recognising different levels of difficulty between posts at the same rank. They also impede the effective management of personnel and resources.

6.7   Changes are clearly needed if the police service is to get the best from the people within it and deliver the highest standards of public service. We have therefore asked the Police Negotiating Board (PNB) to explore and agree ways of reforming the pay system of the Police Service, and the current system of regulations; these will together address the following issues:

- a fairer and better system for remunerating police officers;
- additional pay for particularly demanding posts at the sharp end of public service; and
- police service managers with the flexibility they need in deploying officers and investing in priority areas of work.

6.8   We are looking for ways of recognising and rewarding those who are at the forefront of public service and in particular those shouldering the most difficult and demanding tasks.

6.9   The PNB has therefore been asked to consider whether there should be:

- higher starting salaries for experienced recruits;
- a competence related additional payment at the top of each of the Federated ranks[40] pay scales for those demonstrating a high level of professional competence;
- additional pay for particularly demanding posts;
- new arrangements for overtime, rest day and public holiday working; and
- incentives to encourage more officers to stay on beyond 30 years' service.

6.10   The PNB is the statutory body charged with negotiating police pay and conditions for the whole of the United Kingdom. It comprises representatives of the Police Federation, the Police Superintendents' Association, the Chief Police Officers Staff Association, the Association of Chief Police Officers, the Association of Police Authorities, and individual police authorities; their respective Scottish and Northern Ireland equivalents; and representatives of the Home Secretary, the Scottish Executive and the Secretary of State for Northern Ireland[41].

6.11   The Government expects the PNB to reach agreement in principle by the end of this December on the best way of achieving the above. Negotiations are well underway and all the parties involved have approached this challenging agenda in an open and positive manner.

6.12   We recognise that changes such as these will affect a number of serving officers. We have therefore also asked the PNB to explore and agree how the transition to the new system should be managed.

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40 The Federated ranks are those serving in the ranks of constable, sergeant, inspector and chief inspector.

41 Policing in Wales has not been devolved to the Welsh Assembly and remains the responsibility of the Home Secretary.

Human resource management

RECRUITMENT

6.13   Police forces must make the best use of the human resources at their disposal if they are to deliver and improve the services the public need. Service delivery depends on the effective management of human resources. This is a professional task as important in its way as the professionalism of the direct response to crime and disorder. Success in recruiting and retaining the best, training and developing officers to their full potential, reducing ill health absence and early retirement, do not happen by accident. They require a proper and professional human resources strategy, backed by management training for supervising ranks. Without it we will fail to make the best use of the police service's most important asset: its people.

STANDARDS AND PROCEDURE

6.14   Police regulations set out the requirements for appointment to a police force. These include provisions on minimum age, health and fitness, educational standard, and references. The physical requirements lack an objective evidential base and the educational tests are out of date and need to be revised. Home Office guidance provides advice on how the requirements may be tested, but this is not binding, and the application of recruitment standards in practice varies between forces. Foreign nationals and European Economic Area nationals (other than Irish citizens) are barred from being police officers.

6.15   The Government will address the entry requirements through the development of job related standards, and a common assessment and selection process to be applied in all forces. This should be based on selecting candidates who match the competencies and the physical requirements for the role. The new common assessment and selection process and standards will be developed and monitored to ensure that they are fair and non-discriminatory. There may be opportunities for forces to collaborate on assessment and recruitment in the light of Best Value reviews.

6.16   The restrictions on foreign nationals serving as police officers will be removed by the Police Bill.

6.17   The oath of allegiance will remain, including reference to Her Majesty the Queen but it will be amended to take account of the removal of the nationality bar and to make it clear that police officers have a duty to protect all those living here, not just British subjects. The changes will not affect the status of the constable as a person who holds office under the Crown and performs functions on behalf of the Crown.

DIVERSITY

6.18   In 1999 the then Home Secretary set forces in England and Wales targets for the recruitment, retention and progression of ethnic minority police officers. These are designed to ensure that by 2009 the police service is more representative of the communities it serves. The targets are underpinned by a 25 point action plan *Dismantling barriers* to remove discriminatory practices and make the police service more attractive to under-represented groups.

6.19   The *Gender agenda* was launched in August 2001 by groups representing women officers' interests with Home Office support. It identifies barriers to the recruitment, retention and progression of women officers and has the long term aim of reflecting in the police service the proportion of women in the economically active population. In addition it looks for the valuing of women in the police service, a women's voice in policy, an understanding of work/life balance, a working environment and equipment of the quality to enable women to do their jobs professionally.

6.20   Some forces have had particular success in recruiting minority ethnic police officers. Others offer modern flexible, family friendly training and working conditions. But more needs to be done in all forces to ensure that minority ethnic officers and women officers enjoy the same opportunities for advancement as their peers.

HIGH POTENTIAL DEVELOPMENT SCHEME

6.21   The police service has for many years run Accelerated Promotion Schemes, designed to recruit those with the potential to reach the highest positions in the service. Constables and sergeants showing potential for advancement are also eligible. The scheme provides a structured career path to inspector, and in doing so helps prepare candidates for promotion to more senior positions in the service.

6.22   In recent years the scheme has produced disappointingly low numbers of successful recruits. In 1999-2000 only 26 were successful out of over 1,000 applications – and that was the highest number of successes for five years. The Government remains committed to attracting to the police service a proportion of the highest calibre graduates in each year, but is equally determined to make the best use of all the available talent, whether internal or external. The current arrangements have been comprehensively reviewed and a new scheme is now being developed to replace them. This will be linked to the national competency framework for all ranks, and will have a much broader appeal than the present system. Its aim will be to ensure the advancement of the most able through a tailored career development programme,

reflecting individual performance and needs. We hope in this way to make the scheme more attractive to women and those from minority ethnic backgrounds who have been significantly under-represented in earlier schemes.

6.23   In exceptional cases the Government could see a new entrant to the police service rising to Superintendent or BCU commander in 5 years. This would not be the routine expectation for an entrant under this scheme, but it would recognise that some officers will join the police from other careers in which they have developed considerable relevant experience. The test should be the competence and abilities of the officer concerned for a particular rank or post, rather than a structure which assumes that all entrants join at the same age with the same lack of experience.

SPECIALIST ENTRY

6.24   Proposals for the selection of specialist detective recruits were set out in chapter three. The best may well be recruited under the new high potential development scheme mentioned above. Further work will be needed to draw up the training programme and to plan deployment in a way which combines general policing experience with specialist detective work.

6.25   Specialists in technical fields will undoubtedly need to be recruited mid-career from their own professional background. Some police powers will be needed if they are to function as effectively as possible. If their experience and expertise warrant it, such staff will move on to more senior positions. Where staff have sufficient relevant experience and the competence to fulfil a particular position, there should be nothing to prevent them from being considered for any senior post in the police service. This could mean that some experienced individuals who entered the service as specialists could in time become fully attested senior police officers without first reverting to the rank and duties of a newly recruited constable. We are currently considering what amendments may be needed to police regulations to allow this.

MEASURES TO ENHANCE RECRUITMENT AND RETENTION

6.26   Once officers have been recruited it is particularly important that they are retained in the police service. Most forces are recruiting very successfully and wastage from the police service overall remains very low compared to other occupations, at 4.7% of strength in each of the last two years. But recruitment and retention can be a problem in those parts of the country where the cost of living is high. Some officers in the Metropolitan Police and in forces in the south east have experienced difficulties in finding affordable housing. We are tackling this in a number of ways. Officers in the Metropolitan Police and the City of London Police recruited from 1 September 1994 are not eligible for housing allowances. We have therefore increased

the London Allowance paid to this group by £3,327 a year which, with their London Weighting, means that they receive £6,000 a year on top of their basic pay. Officers recruited from the same date in Essex, Hertfordshire, Kent, Surrey and Thames Valley receive £2,000 on top of their basic pay, and in Bedfordshire, Hampshire and Sussex, £1,000. In addition, all Metropolitan and City of London police receive free travel on trains (within a 70 mile radius of London), London buses and the tube.

6.27   As part of the £250 million Starter Home Initiative, the Government will allocate a share of the funding to meet the needs of police officers in London and the south east where housing costs are highest. This will benefit some 900 officers over the three years of the scheme, and a further 220 officers are likely to benefit from equity loans of £10,000 under the scheme in difficult housing areas outside London.

6.28   Other public services have also been tackling the problem of affordable housing for their staff. The NHS Housing Co-ordinator has made substantial progress in providing access to affordable rented accommodation for health workers. The NHS can already nominate other public service workers to be tenants of accommodation made available through the Co-ordinator's work. We are currently exploring with the Department of Health whether the Co-ordinator's role could be expanded and resourced to deal with police and possibly other criminal justice sector needs, or whether free-standing arrangements on this or another model should be pursued.

6.29   Enhanced flexible working arrangements will also aid the retention of police officers, particularly women.

6.30   Another aspect of retention is tackling the loss of skills and experience which occurs when older officers leave the force on retirement. A significant number may be able to provide further years of valuable service, whether as members of the force or as civilian support staff. We have therefore asked the PNB to explore and agree flexible arrangements that give managers in the police service scope to retain officers who are entitled to retire with maximum benefits where they so wish.

Health and welfare issues

OCCUPATIONAL HEALTH AND SICKNESS MANAGEMENT

6.31   Reform means giving the police service not only the flexibility it needs but also the support and good modern management practices required. Whatever we do to increase officer availability through reducing paperwork and other constraints, we may still not see the results we want if excessive levels of sickness and early retirements persist in some forces.

6.32   The statistics suggest that there is significant scope for improvement. At force level, the annual rate of days off sick per officer varies from 8.6 days to 16.1, with one force having a rate 87% higher than another. The total number of days lost due to sick leave in 2000-01 was 1,516,147. The average number of days lost per officer was 12.2, compared to the 2001 average in the public sector of 10.2 days and in the private sector of 7.2 days.

6.33   One key route to improvement is to provide better in-service occupational health care, which reduces both sickness absence rates and eventual ill-health retirements. The Government will establish a national occupational health strategy. Its aim will be to improve the occupational health services which are available to all officers and support staff to stop them becoming ill in the first place, and to help those who do fall ill to recover and return to work as soon as possible.

6.34   The strategy will encompass the following key elements:

- fast-track diagnosis and treatment which would otherwise keep people off work for long periods;
- effective sickness absence management at all levels;
- improved preventative measures to deal with potential health problems before they become serious enough to affect individuals' performance;
- a structured approach to the use of recuperative and restricted duties in managing sickness absence and ill-health retirement; and
- more strategic force management of occupational health.

6.35   In developing the strategy the Government will consider with the police service, the use which can be made of a range of occupational health measures including health screening, immunisation programmes and complementary medicine.

6.36   We expect to see significant benefits in terms of the health and welfare of individual officers and to their forces by adopting this approach.

6.37   The Government would like to see the new occupational health strategy implemented in forces as swiftly as possible with the aim of achieving a significant reduction in sickness rates for officers and support staff. The Standards Unit (chapter seven) will monitor progress and ensure that good practice in dealing with management and occupational health issues is shared and applied.

ILL-HEALTH RETIREMENT

6.38   As we have already noted, in 1990 ill-health retirement among police officers reached a peak of 59% of all retirements. It has declined from there to 31% in 2000-01. However, that figure conceals great variation between forces, with figures ranging from 9% to 63%[42]. Recent Home Office research[43] shows that while there are still wide variations between forces, some are beginning to make promising progress.

6.39   The problems are not unique to the UK, however. In Bavaria the rate of early retirement stood at 58% in 1990, but has been brought down to less than 13% in 2000[44]. The initiatives taken to achieve this included health screening prior to appointment, health promotion schemes, health care provision, permanent redeployment to other duties, and post-retirement monitoring. Similar arrangements apply in Australia[45], and some of them are in place in Canada and the Netherlands. The introduction of an occupational health strategy in the UK will clearly play a significant part in reducing ill-health retirement here.

6.40   Police officers are obviously exposed to much greater risks of injury than many other occupations, and it is proper that those who are injured in the course of their public service should be well treated, with retirement on an ill-health pension where appropriate. However, it is clear that the retirement levels have as much to do with management problems as with the inherent risks of being a police officer: the 2000-01 figures for medical retirements of support staff[46] – who do not, of course, face the same risks – were actually marginally higher than for officers, at 34%. We have therefore asked the PNB to explore and agree ways to deliver a fair and more consistent approach to early retirement due to ill-health.

6.41   These issues were covered in *Lost time*[47], the thematic inspection by HM Inspectorate of Constabulary carried out in 1997. There is particular concern where officers are able to retire medically, in most cases with an enhanced pension, as apparently unfit for police service because they cannot perform the full range of the duties of the rank, although they are capable of undertaking a wide range of other full-time employment after retirement. We have therefore also asked PNB to look at whether the regulations should be amended so as to allow forces

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42   HMCIC (2001) *Annual report 2000-2001*. London: HMIC.

43   Arnott, J. and Emmerson, K. (2001) *Managing medical retirements in the police service*, Police Research Series Briefing Note 3/01. London: Home Office (forthcoming)

44   Correspondence from Dr Schmidbauer, Bavarian Interior Ministry, 2001

45   *National guidelines on occupational rehabilitation and return-to-work*, Australian Federal Police

46   *Op. cit.*, HMCIC 2001.

47   HMIC (1997) *Lost time – the management of sickness absence and medical retirement in the police service*, London: HMIC

to retain officers who are physically and mentally capable of performing sufficient of the duties of the rank as to make their retention as police officers operationally justifiable and consistent with a police career. Where the officers require re-training it will be provided.

6.42   Retaining officers in this way may entail transferring them to desk jobs or other less pressured work. This can have advantages for the force and the individual – the former retains the officer's skills and experience and the latter is helped to continue his or her police career.

6.43   But we recognise that the long-term re-deployment of officers to desk duties can lead, as the *Diary of a police officer* shows, to the creation of civilianised posts which are permanently filled by officers who are not normally available for patrol or other active operational duties. Forces need to ensure that they have the resources they need to fulfil their operational requirements when deploying their officers, and to distinguish between operational, operational support, and organisational support roles for officers as measured by the Best Value performance indicator.

6.44   In some cases where medical retirement is the appropriate course, an officer may nevertheless wish to continue serving his or her force in a civilian capacity after retirement as a police officer. This is a matter for the individual concerned and his or her force. There is no bar in law to the re-employment of a retired police officer as a member of a force's civilian support staff.

6.45   There is a perception that some officers are taking medical retirement as a way of avoiding disciplinary investigations. Whether right or wrong, the perception alone is damaging to public confidence in the integrity of the police:

> *'Her Majesty's Inspector does not consider it right that individuals should avoid disciplinary sanctions and simultaneously benefit from the financial security of a medical pension… regulations should be changed to give chief constables the discretion to proceed with disciplinary hearings in the absence of the accused even if there is a good reason for absence.'*
>
> *Lost time*, op. cit.

6.46   Regulations now allow for disciplinary hearings to go ahead in the absence of the accused, although the power is not used very frequently. The Government believes that it is wholly unacceptable for sickness or medical retirement to be used as a means of avoiding discipline.

This requires strong support from the centre – which we will provide – and firm management action in using the existing power to proceed with hearings in all but the most exceptional cases. We will amend the central guidance and, if necessary, the statutory regulations to achieve this. Where medical retirement is at issue, the police authority should consider whether it would be right to exercise its discretion not to retire the officer where the public interest in completing the proceedings in a misconduct case outweighs the medical condition.

INJURY AWARDS

6.47 The Government is undertaking a review of injury awards in the public sector, expected to report in the middle of 2002. We will consider the implications of the review's recommendations for the police.

WORKING ENVIRONMENT

6.48 The Government does not believe it is reasonable to expect officers and support staff to provide the highest standards of service in police stations which are physically run-down and ill-equipped. A 1999 report by the Audit Commission[48] found that only two-thirds of forces were able to estimate the expenditure required to bring existing buildings up to a suitable standard of repair. In those which could, the backlog amounted to £205 million – ten times their 1997-98 expenditure on repair and maintenance. At the same time the report found that assets worth £110 million had been declared surplus but had yet to be sold and that in some forces up to one third of space was used for non-operational purposes. As we have seen from the discussion of visibility and accessibility earlier, many communities can be better served by simpler local public enquiry facilities such as the police kiosk in Coventry. The Government will therefore work with police authorities and forces to improve their asset management, releasing resources to improve service delivery and the working environment in police stations.

Modern working practices

6.49 Working practices have changed considerably in recent years. Mid-life career changes, responsibility for the care of children or elderly relatives, religious or cultural commitments, and other factors all challenge the concept of a single full-time career operating on an unchanging pattern from leaving education to permanent retirement. In a competitive job market, it is essential that the police service is flexible as an employer if it is not to lose opportunities for recruiting and retaining talented staff.

48 Audit Commission (1999) *Action stations: improving the management of the police estate.* London: Audit Commission.

FLEXIBLE WORKING

6.50   Current regulations require a minimum working week of 16 hours for officers. Removing this requirement would open opportunities for trained officers to stay in the police service rather than resign because of domestic commitments. It would be particularly helpful in enabling trained officers to stay in the service despite the demands of the care of young children or dependent relatives, or in enabling officers to work during term-time and look after children during the school holidays, or to combine work and further study. The arrangements will vary in relation to the needs of individuals and the service locally, but the Government believes the rigid minimum should be removed.

6.51   Recent Home Office research[49] points to the need for a much more positive approach to flexible working arrangements. Less rigid shift patterns, non-standard working patterns, and acceptance of part-time working can all help make the police service more attractive as an employer and better able to retain its officers. The research estimates that each officer retained with more than five years' service saves their force at least £23,000 in costs of recruiting and training a replacement.

RETIREMENT AND PENSIONS

6.52   Under the current pension regulations, officers can retire with an immediate maximum pension and lump sum after 30 years' service. Most officers do so, because there is no significant incentive to stay to the compulsory retirement age of 55 for Federated ranks. The effect of this is that the police service loses a number of very experienced officers in their late 40s or early 50s.

6.53   We are therefore looking at ways of modernising police pensions to make them more flexible and affordable for future entrants. The current police scheme, which enables retirement with a full pension after 30 years' service, is based on a system of fast accrual after 20 years' service. Whilst in many ways the police pension scheme is a generous one, by comparison with modern private sector schemes it is inflexible. It does not necessarily meet the needs of those who might be attracted to a shorter term commitment to the police service, nor those who might join the police later in their working career. It offers little opportunity for individuals to make decisions about the balance between the level of contributions and the level of pension they might ultimately achieve. Those who take career breaks, or who work part-time for a significant period – which will include many women – feel disadvantaged. A modernised scheme could also provide survivor benefits for unmarried partners. The Government is considering options for modernising the police pension scheme and will aim to complete this work as quickly as possible.

49 Tuffin, R. and Baladi, Y. (2001) *Flexible working practices in the police service*, Police Research Series Paper 147. London: Home Office.

While the focus of this reform will be on the most appropriate structure of benefits for police officers, we also hope to meet the requirement of police authorities and chief officers for a system which brings greater certainty about pensions obligations on individual police forces.

COMPLAINTS

6.54   The Government has recognised for some time that improvements need to be made to the system of dealing with complaints against the police. Following consultation last year, the Home Office published the framework document *Complaints against the police: framework for a new system* in December 2000.

6.55   We will now put the new arrangements in place through the Police Bill, establishing a new body, the Independent Police Complaints Commission (IPCC) which will replace the Police Complaints Authority.

6.56   The key objective for the new system is to increase public confidence and trust in the police and in the complaints system. This will be done by:

- enabling the IPCC to investigate serious complaints independently;
- increasing access to the system;
- providing much quicker resolution of complaints;
- increasing openness by improving communications with complainants and families; and
- improving scrutiny of the system through improved collection, analysis and reporting of data.

6.57   The IPCC will have referred to it all serious cases falling into specified categories, and will have its own powers of investigation into those cases and into other complaints at its discretion. It will have its own investigating teams, independent of the police, with chief officers under a legal duty to give them full access to all necessary documents and police premises. These teams will be overseen by an Independent Commissioner and managed on a day-to-day basis by an independent civilian investigation manager. The teams will comprise a mix of police and non-police members to secure the necessary investigative skills and public confidence.

6.58   The public's access to the police complaints system will be widened, allowing a person other than the victim of alleged police misconduct to make a complaint. Complaints will also be accepted without necessarily being submitted through the police.

6.59   The complainant will receive a full and frank account of how the investigation has been conducted, a summary of the evidence and an explanation of why the conclusions to an investigation were reached. A complainant will have a right of appeal if they feel that the written account does not provide a satisfactory explanation of the investigation. A priority within the new system will be reducing the time it takes for a complainant's case to be dealt with. The IPCC will report publicly on its performance.

GRIEVANCE PROCEDURES

6.60   Effective grievance procedures can help avoid morale problems and prevent unnecessary employment tribunals and premature resignations. Home Office guidance covering a model procedure was issued to forces in 1993 but many have chosen to adopt alternatives. Further work has now been done with ACPO on this issue. We will draw on this and other work as necessary to provide the basis for establishing a procedure applying in all forces.

Police regulations and negotiating machinery

6.61   Practically every aspect of police conditions of service is set out in statutory regulations. Many of these are rigid, out of date and inflexible.

6.62   The most important aspect of conditions of service – pay – is settled not by a regulation laid before Parliament, but by a formal determination of the Secretary of State, taking into account any recommendation made by the Police Negotiating Board. The Government believes that the same means could be used to address a number of matters currently set out in regulations. It has therefore asked the PNB to explore and agree the scope for making greater use of Secretary of State determinations in future.

6.63   There clearly is a strong case for the qualifications for appointment to a police force, or for the duty to carry out lawful orders, to be covered by regulations; but it is hard to see any basis for Parliament being involved in the minutiae of police apparel:

> *Police Regulations stipulate the number of uniform shirts (either collar attached or with three separate collars) to be issued to an officer every year; the police authority is trusted with the discretion to determine the number of shirts initially issued to an officer, but only to the extent that the number must be not less than four and not more than six.*
>
> see: Regulation 66, Schedule 11, para. 1, Police Regulations 1995

6.64   A number of issues could well be decided within forces without need for national arrangements: for example, greater flexibility in the rostering of duties and shift arrangements which allow more effective use of police resources.

Training and development

6.65   The effectiveness of the police will depend on the extent to which officers are equipped to deal with the challenges they face. We are in the middle of a period of major change to police training and development, designed to provide a more highly skilled service, focused on improving service to the public, with career-long training to common national standards. The programme is based on proposals set out in May 2000 in *Police training: the way forward*[50].

6.66   The programme will tackle the weaknesses in police training which were identified in several reviews, including by the Home Affairs Select Committee and HM Inspectorate of Constabulary. The messages from those reviews were that police training must become more outward-focused, recognising the benefits of training alongside other organisations. There is a need for clear and consistent standards of delivery, and to ensure that training tackles identified development needs. The availability of training in the past has not been matched to immediate requirements, meaning that officers have been asked to take on responsibilities for which they lack sufficient skills. Traditional classroom methods have tended to dominate, and there is a need for more innovative approaches to learning and professional development. At the same time, there has been insufficiently rigorous assessment of the costs of training or the benefits of collaboration between forces, leading to duplication and inefficiency.

6.67   The programme is designed to make a major step forward in the professionalism of the police in all their functions, and deliver improved leadership at every level. The programme is constructed to deliver the following key outcomes:

- high quality staff who can make an effective contribution to reducing crime and delivering justice through investigation and case preparation;
- policing which better meets community needs and provides a higher level of public confidence;
- a better ability to meet force and national priorities;
- securing the full potential of scientific and technological advances;
- better training for non-specialist officers, recognising that community or patrol functions need to be fulfilled with the same degree of professionalism as specialist tasks;

50 Home Office (2000) *Police training: the way forward.* London: Home Office

- better leadership, not just at senior and middle management levels, but also as a requirement for constables, who may play an important local leadership role in relation to the extended police family or local neighbourhoods; and
- continuous professional development for all staff throughout their careers.

6.68   The need for this approach is all the more pressing, given the major changes to policing set out in this white paper. There are a number of consequential training requirements, in particular for support staff taking on new roles. But the most important test of the training is not the efficiency of the programme itself, but rather the tangible improvements to the quality of policing at every level.

6.69   To deliver this, a new national framework is being put in place to improve the quality and consistency of police training. A National Competency Framework (NCF) which identifies the key tasks, behaviours and competencies required of all staff is almost complete. This will be a vital tool in identifying individuals' training and development needs for use in performance review and in career and succession planning. The new Police Skills and Standards Organisation (PSSO) has the responsibility for identifying the current and future skill needs of the police service, and for developing the National Occupational Standards to meet those needs.

6.70   The new Central Police Training and Development Authority (CPTDA) was set up by the Criminal Justice and Police Act 2001 to provide a centre of excellence on police training and operational policing. A new HM Inspector of Constabulary has been appointed to inspect police training. The Standards Unit will also have a very significant role in identifying areas in which training improvements are needed based on its observation of police performance.

6.71   All police authorities will be undertaking Best Value reviews of training in 2002-03. By undertaking the reviews at the same time, it will be possible to identify opportunities for collaboration and shared development of training opportunities and requirements.

6.72   The new framework for training will apply to support staff as well as to police officers. The PSSO and the NCF will cover the skills, occupational standards and competencies of all those employed by the police. This will obviously have a major application in relation to the new roles envisaged for support staff in the custody suite or in helping maintain a public presence on the streets. But we also want to see existing support staff roles properly supported through the necessary training and development.

6.73   These arrangements have been the subject of extensive consultation with the service. Together, they represent a fundamental change in our approach, bringing a new professionalism to all aspects of policing, and ensuring consistency in standards across the country. Well trained officers, managers and local commanders are critical to delivering the improved outcomes which we are seeking from the police service as a whole.

Leadership

6.74   Top quality leaders are crucial to any successful organisation. Leadership is particularly important in the police service, not only for chief constables and their senior teams, but also for junior officers, who have to act as leaders on a daily basis – either for their colleagues or for members of the public. We have asked the new Police Leadership Development Board to ensure that the necessary leadership skills are reflected in the training and development for all ranks, not just BCU commanders and chief officers, as well as for civilian support staff in leadership roles.

6.75   Better selection and training will attract high quality officers to the police service who will be able to rise up the ranks. However, the demands and responsibilities of the highest positions in the service mean that particular care is needed for their selection.

6.76   The Police Leadership Development Board was established in April 2001 under the Chairmanship of HM Chief Inspector of Constabulary (HMCIC) and with representation from all service organisations as well as independent members. Its role is:

- to ensure that there are effective procedures for making senior appointments;
- to develop and support mechanisms for the recruitment and development of those with the potential to reach senior positions;
- to ensure leadership training and development needs are fully addressed; and
- to provide strategic oversight of relevant programmes of work under the police reform programme.

6.77   Appointments of chief constables, their deputies and assistants will be overseen by a Senior Appointments Panel, also chaired by HMCIC. A provision in the Police Bill will allow the Panel to exercise directly the Home Secretary's statutory power of approval for appointments at those ranks. The Panel will also undertake succession planning and career development, and by arranging the time-tabling of appointments it will ensure the best match between the needs of particular posts and the abilities of different candidates.

6.78   The Police Leadership Development Board will ensure that the necessary leadership skills
        are reflected in the training and development for all ranks.

PERFORMANCE ASSESSMENT

6.79   All staff, whether police officers or support staff, are entitled to an annual performance and
        development review. The review will include a personal development plan covering training
        and development needs in the coming year and will be based on the new national
        competency framework.

6.80   There is at present no such system for the formal appraisal of officers of ACPO rank. Officers
        at all ranks, but especially these, need to understand clearly what is expected of them in
        their particular role, and should be given full opportunity for identifying their development
        needs. Top management appraisal is standard in most organisations. The Government
        recognises that its introduction for senior police officers needs particular care. The appointing
        police authority has an obvious interest here but this has to be balanced against the risk of
        compromise to a chief officer's operational judgement.

6.81   Agreement on the broad principles of a scheme for chief officers has been reached with
        representative bodies and the Government intends to introduce an appraisal scheme from
        April 2002 on the following basis:

        • reviews of chief constables to be carried out by HM Inspectors of Constabulary, following
          consultation with the police authority;
        • reviews of deputy and assistant chief constables to be carried out by the chief constable; and
        • assessments to be based on evidence and provide opportunity for comment.

6.82   The system will incorporate personal objectives for the individual, regular review of achievement,
        and opportunity for the development of particular skills. The assessment will be of the
        individual's performance, not that of the organisation as a whole in meeting the policing plan.

Early departure of chief officers

6.83   With better selection, better training, and professional performance assessment, the likelihood
        of circumstances arising which require the removal of a chief officer must be very rare.
        Nonetheless, it is prudent to ensure that proper arrangements are in place should they ever
        need to be used.

6.84   In cases of actual misconduct by a chief officer, there are regulations which provide for the police authority to act as the disciplinary authority and which set out the procedures to be followed. There is a range of sanctions, up to and including dismissal.

6.85   There are separate powers for the police authority, with the approval of the Secretary of State, to require a chief officer to retire in the general interests of the efficiency and effectiveness of the force.

6.86   However, there are no regular procedures for dealing with senior officers whose performance – as opposed to conduct – is unsatisfactory, although there are such arrangements for more junior officers. Nor do present powers make it possible to suspend a chief officer in the public interest, other than where discipline is involved. The Government does not believe that this situation is in either the public interest or that of senior officers themselves. The Government will want to discuss this further with ACPO and the APA, and then seek the necessary powers in the Police Bill.

6.87   The existing powers only provide for a chief officer to be called on to retire; but there may be occasions when the best course would be for an officer to step down before his or her contract ends without having to retire – for example where the changed pressures a force was likely to face in coming years were beyond the capability or the personal interests of the current chief officer.

6.88   The Government intends to use the Police Bill to improve the arrangements for the exercise of powers to suspend a chief officer or to require a chief officer to step down in the interests of efficiency or effectiveness. Procedures should be clearly laid down, and arrangements should operate with enough flexibility to meet any likely set of circumstances. Appropriate safeguards for individual officers will be incorporated, including the right to a personal hearing. Police authority powers would continue to be exercisable with the consent of the Secretary of State. Where, in the view of the Home Secretary, the police authority has failed to act or to seek consent for such action as is appropriate, the reserve power to require the police authority to remove the chief officer remains available.The Home Secretary would consider exercising the power on the advice of both HMIC and the Standards Unit.

Chapter 7

MAKING IT HAPPEN

The measures set out in this chapter will result in:

- A Standards Unit driving up local performance.
- A National Policing Plan setting out the priorities for the year.
- A National Policing Forum for collective discussion of the plan.
- A framework of regulations, codes of practice and guidance to steer policing.
- A reserve power of intervention for the Home Secretary.
- A more responsible role for police authorities.

7.1   Enabling the police to drive up standards to those of the best is at the heart of police reform. Communities, which by the nature of policing, cannot pick and choose the force which serves them, have every right to expect the best standards. But as we have seen, standards vary surprisingly between forces and between Basic Command Units. To the public affected – to the victims of violence, burglary, vehicle theft or anti-social behaviour – this matters profoundly. 'Why do they manage it better elsewhere?' is not a question that we can or should avoid. It goes to the heart of what a public service is for: serving the public to a common and acceptable standard.

7.2   We know the high standards which some police forces and BCUs attain. We now must make sure that these standards are promoted by all forces and their BCUs. Where there is proven good practice it should be available to all communities. And where policing is below acceptable standards, and the best methods and equipment are not being used, the Home Secretary's duty is to ensure that they are. This is about having the means to ensure, in the public interest, that every police force is in a position to take the most effective action to meet its responsibilities and to deliver the best service possible.

7.3   To achieve this we are taking eight specific steps to help the Police Service deliver a better and more consistent service to the public.

- We are creating a new Police Standards Unit to identify good practice and to work out how best to spread it.
- We are strengthening and developing Her Majesty's Inspectorate of Constabulary, to challenge the worst performers and to recognise the best.
- We will give the public and the police a clearer idea of what we really want the service to achieve, slimming down the number of performance indicators to reflect the major priorities and presenting the information in a way which means something to the communities concerned.

- We will establish a clear National Policing Plan which will, for the first time in one document, set the out the Government's priorities for policing, how we wish to see them delivered, and the indicators by which performance will be measured.
- Through a new three tiered approach to good practice, we will ensure the best operational and management policies for policing are applied throughout the police service.
- Where a police force is demonstrably not delivering the service which the public have a right to expect, the Home Secretary will have the powers to ensure that it does so.
- We will support police authorities in their role of securing continuous improvements in performance and, in particular, their representation of the views of the local community.

The Standards Unit

7.4   Wherever they live, the public are entitled to protection from crime, and to feel safe. The Standards Unit will have a key role in identifying and disseminating good practice in order to deliver consistency in the prevention and detection of crime, in the apprehension of criminals and in the delivery of its services to the public and to the victims of crime. Its full terms of reference are at Appendix three.

7.5   The Unit will work with HMIC, National Police Training / the Central Police Training and Development Authority, ACPO and others to identify good practice which delivers improvements in performance. It will then work out where and how standards can be raised by spreading this good practice.

7.6   The heart of the Unit's task is identifying and removing the barriers to success. It is about providing real, practical help based on what works, backed up by tailored and targeted operational training. That help will be available at every level – from force HQ right down to neighbourhoods and estates where the police might be struggling, for whatever reason, to police effectively – but the focus of its work will be at BCU level.

7.7   Much of the public debate about variations in performance has concentrated on the absenteeism and sickness rates because it is easy to understand. But delivery of the service varies dramatically between core police activities: for example detection rates varying from 16% in one force to 60% in another. The variations in performance in crime and detection are set out earlier.

7.8 The Standards Unit will also identify the success stories in forces and Basic Command Units. For example, Operation Strongbox in the Metropolitan Police Service or The South Manchester Initiative in Greater Manchester, reduced the number of robberies during a period when they were rising in other metropolitan areas. The Standards Unit will identify the factors that have proved critical to success and enable others to benefit from what has been learned.

7.9 The Standards Unit will look at the problem of repeat victimisation. 20% of those burgled in 1999 were burgled again within a year; over one third of victims of violent crime were repeat victims within a year; and the rate of repeat victimisation for domestic violence is 57% – higher than for any other type of crime. Reducing repeat victimisation not only helps those who have suffered disproportionately but also helps to target persistent crime.

7.10 In the light of the work of the Task Force (see chapter four), the Unit will be tackling unnecessary layers of bureaucracy which take highly trained officers off the streets and tie them up in excessive red tape. Where there are crime and disorder problems which do not rest with the BCU concerned, the Standards Unit will work with the Crime Reduction Directors in the regions and in Wales to bring pressures on partner agencies to play their full part.

7.11 The commitment of the police service to do the best possible job and serve the public is not in doubt. The Standards Unit will be there to help the police service to achieve it and we intend to provide funding for it to do so.

HM Inspectorate of Constabulary (HMIC)

7.12 The work of the Standards Unit and that of HMIC, will be complementary. We look forward to HMIC continuing to develop a more radical and challenging approach to inspecting the police service. Increasingly, its focus is on the most critical performance issues of crime reduction, delivery of targets, leadership and public reassurance. The Government is committed to that refocusing, identifying and challenging the worst performers and recognising and celebrating the best.

7.13 The routine annual force inspections have been replaced by a far more sophisticated approach. Inspections are based on an assessment of risk judged against a range of indicators. While no force will go for a long period without an inspection, the depth and frequency of examination must be tailored to the needs of the force and the risk of under-performance. HMIC's remit has also been broadened to encompass inspection of police authorities' Best Value reviews.

7.14   Individual BCUs are now subject to inspection in their own right, and HMIC has this year
        embarked on a programme which will cover the country's 318 BCUs over the next five years.
        These inspections are largely peer-led by experienced and successful BCU commanders,
        seconded to HMIC for short periods to carry out inspections of other BCUs.

7.15   Thematic inspections will become increasingly important. These examine particular aspects
        of policing, such as tackling crime and disorder, and improving community relations, based
        on a cross section of force experiences. The results and recommendations will feed into the
        Standards Unit to enable them to identify local weaknesses and appropriate remedies. The
        same use will be made of Audit Commission reports which, over the years, have built up a
        reliable knowledge-base on various aspects of policing ranging from planning and financial
        delegation to effective patrol.

7.16   We will also expect to see more lay inspectors, bringing fresh perspectives to the inspection
        process from their different professional backgrounds. This will widen the expertise base of
        HMIC and will ensure that the police service has access to the best ideas from elsewhere in
        the public or private sector.

Performance Indicators

7.17   The Best Value process is an important means of measuring and improving the performance
        of forces and BCUs. But the number of performance indicators is excessive and should be
        cut back to focus on the key elements. We will therefore aim to give the public a much
        clearer idea both of what we want the police service to achieve and of how well they are
        achieving it. Existing performance indicators are to be reduced in number by nearly a half
        for the coming year. We will also be working to group them so that we have a simple
        measure for each of the key policing activities such as reducing crime, how safe the public
        feel, how effective a force is in dealing with crime, or how efficient the force is. It will be
        important that the new performance indicators closely reflect the real priorities: instead of
        valuing the things which can be easily measured, we should make sure we can measure the
        things which we really value.

7.18   These indicators will help to provide an initial guide for the work of the Standards Unit. The
        information the indicators provide, set beside the comparative performance data of the
        Inspectorate and the inspection reports at BCU and force level, will provide the raw material
        to enable the Standards Unit to identify the best performers, establish a better understanding
        of what makes for success, and provide effective assistance to those who need help most.

7.19   The Government is committed to building on the performance data from Best Value and inspections and developing a robust framework to identify the differential performance of each force in relation to the resources at its disposal. This will underpin the Government's approach to police reform. Reliable comparative data on the efficiency and effectiveness of forces will be a crucial tool for the Standards Unit, HMIC, police authorities and forces themselves in identifying and disseminating best practice and raising the performance of all to the standards of the best.

7.20   The Government will also rationalise the management information collected from forces to ensure that there is a single and coherent approach which avoids duplication and separate demands coming from different sources.

The National Policing Plan

7.21   There is no single place where the Government's priorities, performance indicators, and plans for new developments come together. Police authorities and forces are required to plan for coming years on the basis of various requirements set out at different times without a clear sense of where the Government believes the police service should be going.

7.22   To address this, the Government will introduce an annual National Policing Plan. This will set out the Government's priorities for policing, new requirements or guidance to be produced in the year, and the performance measures that will be applied. This will help police authorities as they plan their priorities for the coming year. National priorities will be reflected in local plans for individual forces and for BCUs within those force areas. To help police authorities finalise their Best Value Performance Plans, it will be available in its final form before the end of the preceding calendar year. Nevertheless, from prior consultation, all parties should be well aware of its direction and likely shape well in advance of then. It may also form the basis of an annual Parliamentary debate on policing. To avoid delay to the planning process for 2002-03, the Government will announce and consult on performance indicators and priorities using the existing processes: the National Policing Plan for 2003-04 will be worked up before the end of 2002 to inform the planning cycle for the following year.

The National Policing Forum

7.23   There are already extensive contacts and discussions between the Government, ACPO, the APA, and police staff associations on individual pieces of business. However, the collective discussions which have helped shape police reform have been of great help in working up

the programme as a whole. The Government therefore proposes to set up a National Policing Forum to provide a formal structure for consideration of the key elements which should go into the National Policing Plan.

7.24   The new body – including the Home Office, ACPO, the APA, police staff associations, UNISON, HMIC, and the Standards Unit – will create a means of continuing the collective discussions which have underpinned the reform process. The National Policing Forum would have a clear purpose in contributing to the construction of the National Policing Plan and in subsequently reviewing its progress.

7.25   The Government will also want to ensure that the public has its say on the police service it receives. This is why the forum, in addition to bodies with professional policing responsibilities, will also include representatives from the voluntary sector and victims' support groups as well as reflecting ethnic and other minority interests. We will, moreover, make arrangements to ensure that the policing ideas being put forward for consideration are based on wide prior consultation and are properly informed by the views of the public. The National Policing Forum will be established by March 2002.

The delivery machinery

7.26   The police service at all levels has led the call for, and the process of, police reform over the past 18 months. Many of the proposals in this White Paper arise from their perception of the problems and of what the police service needs to do to serve the public better. The challenge for the police service as a whole, as well as for police authorities and for Government, is to ensure that the necessary changes are implemented in a way that provides greater consistency and quality of service across all force areas and in every BCU. This will ensure that all provide a service to the standards of the best. The Government has a vital role in working with the service to help make that happen. The Home Secretary has a responsibility to Parliament and to the public to ensure that these standards are being consistently delivered.

7.27   This is about identifying good practice and what works in delivering a high quality service. There is a great deal of operational wisdom already available. It needs to be drawn together, to be built on by all those who have a professional contribution to make. And there needs to be assured delivery locally – implementing a national approach where that is operationally necessary, and able to adapt good practice locally where that delivers the best possible local service. Professional policing experience is at the heart of this process. The role of ACPO is crucial in providing the necessary leadership and in ensuring that the necessary professional experience is available for these tasks.

7.28   We propose a three-tiered approach to deliver the objectives set out in the National
        Policing Plan:

        • regulations, binding in law;
        • codes of practice, to which a chief officer will have regard, but which are open to
          variation for good reason; and
        • guidance, which is purely advisory.

7.29   Under this structure, those services or processes which are essential to effective policing will
        be followed across all forces in England and Wales. They will be the subject of mandatory
        regulations. The deployment of firearms and less-lethal technologies, for example, are rightly
        matters for major public concern. Ministers are properly called to account for the measures
        being used and need to be able to ensure that the best practices and equipment are being
        consistently deployed.

7.30   At a second level, are the important procedures which should be found in all forces, but
        where local circumstances or operational requirements ought to be taken into account.

7.31   More general good practice guidance constitutes a third level of assistance, available for use
        according to local judgement.

7.32   The Home Office will consult ACPO, the APA and other police groups before deciding which
        areas of policing policy require codes and regulations. The Standards Unit will co-ordinate
        the process and the National Policing Forum will provide the means of formally engaging the
        parties concerned. Once the Home Secretary has identified the areas for a code or
        regulation, he will ask the Central Policing Training and Development Authority (CPTDA) to
        identify (with his agreement) the most appropriate team to draft the code or to develop the
        policy basis for a regulation. ACPO will be centrally involved in identifying the right team and
        in the drafting which will follow – but others will need to be involved according to the nature
        of the issue, including those below ACPO rank. The National Centre of Policing Excellence –
        part of the CPTDA – can be expected to handle most of this work. The code or policy for the
        regulations will be available in draft to ACPO and other bodies before being sent by the
        CPTDA for the Home Secretary's approval. Implementation will be supported and overseen
        by the Standards Unit and HMIC.

7.33   This procedure will apply to regulations and codes of practice. The great majority of policy
        guidance will continue to be provided as now – including the detailed and important
        operational guidance prepared by ACPO.

TIER 1 – REGULATIONS

7.34   The Home Secretary already has powers under the Police Act 1996 to make regulations in various circumstances. Such regulations are binding in law on chief officers and must be applied. The Government will use the Police Bill to extend the scope of regulation-making powers to ensure that regulations may be made in all circumstances where it is in the national interest that all police forces act in the same way. The regulations would require the use of particular approaches or equipment which had been approved and agreed as the best available. These could include the adoption of IT systems, fundamental investigative approaches, the use of particular less-lethal technologies, or the type approval (or exclusion) of categories of equipment. There will be a formal requirement of consultation before regulations are made.

TIER 2 – CODES OF PRACTICE

7.35   A statutory code of practice, to which a chief officer must have regard, provides a consistent approach and consistent policy yet allows for variation in the light of local circumstances.

7.36   The Government will use codes of practice selectively. They will only be used when they are manifestly necessary in the wider policing interest. Operational issues attracting major public and Parliamentary interest are likely to be a priority. These could include investigation of murder or the principles of handling intelligence material. Codes would be important for the thorough implementation of the Science and Technology strategy (3.47), to make sure that the benefits available through new developments were secured swiftly and uniformly. Codes could also be used to spread good practice in management issues such as activity costing, sickness management, delegation of financial and other responsibilities to BCU commanders.

TIER 3 – GUIDANCE

7.37   Guidance is already available from ACPO, the Home Office and others on a wide range of issues. The bulk of this is not issued under any statutory authority. Decisions of chief officers and others should be informed by the guidance, but are not bound by it. It is nonetheless a valuable source and helps disseminate good practice. Consultation is not a requirement on any party issuing guidance, but it is sensible to share any significant material in draft with other interested parties. We expect the Standards Unit to make itself aware of all current guidance and to identify to the police and others where new guidance appears to be needed.

Ensuring Good Practice

7.38   Where quality of service to the public is not as high as local communities have the right to expect, the Government will look to the chief constable and the police authority to take whatever steps are necessary to put this right. This may be a matter of drawing on codes of practice or other guidance, or it may be other factors which are affecting local performance. The important thing is to ensure that effective services are delivered. Where that is manifestly not being achieved, and improvement is not coming through then, as a last resort, the Home Secretary should be able to take the necessary action to ensure an effective service. This could occur in a particular area or aspect of a force's work while the effectiveness and efficiency of the force as a whole is deemed acceptable.

7.39   Current powers for the Home Secretary do not provide for a situation where there may be serious under-performance but of a sort which does not call into question the overall efficiency and effectiveness of the force.

7.40   To provide for this possibility, the Government will introduce in the Police Bill a power for the Home Secretary to intervene in a police force to require a chief officer to take the action necessary to address under-performance. The intervention power will relate to performance, and will not be exercisable in relation to named individuals or cases.

7.41   The use of this power would be a last resort: it would come at the end of a process intended to assist the force in overcoming its problems and in delivering a consistent and effective service. Evidence of unsatisfactory service could come from the findings of an HMIC report or it may be generated by the Standards Unit. The essential test would be that a force was not operating in the interests of efficiency or effectiveness, for example in one particular policing function or in one or a number of its BCUs. A failure to follow a Code of Practice to the letter would not of itself be grounds for implementing the process, but a failure to follow a Code, accompanied by demonstrable and consistently inadequate performance would be. (A failure to abide by a Regulation would, of course, be unlawful with redress ultimately through the courts, in addition to any action which might be appropriate under police legislation.)

7.42   The Government will negotiate a protocol with ACPO and the APA which will establish an agreed procedure for the operation of this process. This would provide a measured response to the problem, ensuring that the grounds for the Secretary of State's concern were made clear and that the chief officer and authority had the opportunity to have their views heard at all stages. If, having considered the chief officer's and the authority's responses, the Secretary of State continues to believe that further action should be taken in the interests of

the efficiency and effectiveness of the force, he will be able to require the chief constable, in consultation with the police authority, to draw up an action plan. If he is not satisfied that the action plan adequately addresses the issues, he would require that the plan be amended to address the particular area of identified concern. The Home Secretary would, of course, be able to modify or amend his requirements at any time in the light of representations from the chief officer or the authority – for example in the face of exceptional new operational pressures or because performance was demonstrably improving.

7.43   This process should provide the public and the wider police service with an assurance that there is a fair and recognised means to address manifest shortcomings in local police performance. The Government would not expect the process to be used often – and where it is, most forces can be expected to produce a fully satisfactory implementation plan which delivers what is needed. In the wholly exceptional case where a chief officer refused to implement a plan or a particular requirement established by the Home Secretary following the full process, then the procedure for him or her to leave the force would have to come into effect.

Police authorities

7.44   The importance of police authorities in the governance of the police service is recognised and their role in providing local oversight of police forces is key. Police authorities have a crucial role in reflecting the concerns of the public and shaping the local police service to ensure it meets the needs of the communities being served. As a result of the Best Value provisions of the Local Government Act 1999, the police authority is obliged to secure continuous improvements in the way its functions are exercised. Fundamental reviews of all functions on a five year programme must be carried out, challenging their necessity, consulting the public, comparing performance against others, and considering competitive or collaborative alternatives. In carrying out this role they are subject to inspection jointly by HMIC and the Audit Commission, and are accountable to the Home Secretary who has a power to intervene where the authority is not delivering Best Value.

7.45   This new role creates a much higher set of expectations of police authorities, with closely defined statutory responsibilities and inspection arrangements. At the same time, the development of new arrangements for the selection and appraisal of chief officers, referred to earlier, highlights the need for authority members to approach their roles with professionalism. The Association of Police Authorities has developed an improvement programme, launched at its November conference, to help define what an effective authority looks like. The programme covers:

- bench-marking performance;
- sharing good practice;
- training and support; and
- self-assessment and improvement.

7.46   It aims to provide the tools and training necessary for continuous improvement, and so to enable police authority members to fulfil their enhanced roles with confidence. Police authorities have a key role to play in the structure of policing and the Government supports their commitment to meeting their duties as effectively as possible.

7.47   The police authority is likely to grow in significance as the new Standards Unit takes up its role. The authority has a permanent role to play in relation to force standards, and will want to ensure that improvements resulting from Standards Unit support are maintained in the longer term. Through duties and responsibilities under Best Value, and also the general duty under the Police Act 1996 to 'secure the maintenance of an efficient and effective police force for its area', the police authority can show leadership in encouraging a focus on the key challenges facing the police service, and in ensuring the effective delivery of policing services to the public. There is clearly scope for the police authority to have an important part to play in supporting improvement – ensuring that necessary changes are implemented as effectively and quickly as possible.

The way forward

7.48   A number of the proposals in this white paper will require further negotiation or discussion. We have also called for comments and suggestions on several areas where we would like to take further action. Whilst time-scales are necessarily short in relation to legislation, by its very nature this is a document designed to stimulate debate and we would welcome wider consultation on the details of the policies, whilst retaining our commitment to the principles of reform as set out here.

7.49   This is a unique opportunity to modernise and reform the police service, to improve its delivery to the public and to improve both the morale of the force and the confidence of the public.

7.50   We are also concerned to develop the capacity of police authorities to produce a medium term strategy in line with the government's three year financial cycle and the three-yearly audits of Crime and Disorder Reduction Partnerships. We will explore with ACPO and the APA the most effective way of achieving this.

7.50 But this white paper does not represent a one-off change to how England and Wales are policed. It will certainly enable policing to change in the short term, meeting current needs, but more importantly it will enable police forces to go on changing and developing to meet future needs over a prolonged period. We are putting in place the measures necessary for the reform of policing over the next ten years. The changes will start now, but they will develop and be implemented over a long period as the service becomes increasingly adept at a new style of policing and a new way of doing its business. The flexibilities and opportunities set out in this white paper will lead to a more professional police service, a more effective attack on crime, and more confident local communities, both now and in the future. This is a basis on which we can embark with confidence on policing a new century.

Appendices

Appendix 1

The police reform process

In recent years there have been increasing calls for radical changes to the way England and Wales is policed. The public debate has included all the major police organisations, and the Police Federation called for a Royal Commission.

The Government took the view that there were important changes which should be progressed faster than a Royal Commission would allow. Instead, the then Home Secretary, the rt. hon. Jack Straw MP, convened a seminar at Lancaster House on 9th October 2000 to initiate the reform process. This brought together his senior ministers and advisers, HM Chief Inspector of Constabulary, and the leaders of the Association of Chief Police Officers (ACPO), the Association of Police Authorities (APA), the Police Superintendents' Association (PSA), and the Police Federation. (UNISON, who represent support staff, were subsequently invited to join the process.) Its purpose was to identify a programme for change and reform based on the priorities the police service itself identified.

Over the last year there have been further meetings and discussions, both collectively and with the parties individually. These have explored a wide range of options and developed the thinking considerably. On some matters there has been a fair degree of consensus, on others the views of the parties remain distinct. The common factor is a recognition that the present arrangements for policing need considerable reform if the service is to be in the best position to meet its responsibilities in the 21st century.

Appendix 2

The structure of policing

Organisation and management of the Police Services in England and Wales in 2001

The basis of the roles and responsibilities of the partners is contained in the Police Act 1996.

The Home Secretary

The Home Secretary is answerable to Parliament and the public for the provision of an efficient and effective police service.

PERFORMANCE

The Home Secretary:

- Sets strategic direction for the service by objectives, or Ministerial Priorities. These Priorities represent the major public concerns which the service should be tackling nation-wide. They are designed to concentrate efforts to improve performance in these key areas and are selected after consultation with representatives of police authorities and chief officers.
- Monitors performance by means of the Ministerial Priorities and associated performance indicators, policing plans, annual reports and Her Majesty's Inspectorate of Constabulary Inspection reports.

Funding

The Home Secretary is answerable to Parliament for expenditure on the police service.

The Home Secretary:

- Determines the total grant and its allocation to police authorities, using a funding formula.

The police funding formula allocates money to forces on the basis of assessment of the relative needs for policing in their areas. The formula is based on an analysis of the activities carried out by the police and socio-economic data.

Allocated funds are paid directly to police authorities (except in the case of the Metropolitan Police Authority, where funds are paid to the Greater London Authority and passed on to the Metropolitan Police Authority).

Police authorities are responsible for setting the budgets and can raise extra council tax should they wish to spend above the level assessed as necessary for their area. (The Metropolitan Police Authority does not have the power to raise council tax – this is done by the Greater London Authority on behalf of all its functional bodies.)

In addition, local councils are free to contribute extra funds to police authorities should they wish to do so.

Chief officers

Chief officers are operationally independent. The chief officer is responsible for the direction and control of the force, including civilian staff, and financial management under the Financial Code of Practice.

The chief officer:

- Prepares a draft annual policing plan, in consultation with the police authority. The annual policing plan is issued by the police authority.
- Must have regard to the annual policing plan in management of operational policing, but may depart from it if operationally necessary and may expect to be called upon by the police authority to explain any significant departure.
- Produces a report to the police authority at the end of each financial year on the policing of the area during the year.

The Association of Chief Police Officers

The Association of Chief Police Officers (ACPO) has members from Assistant Chief Constable (or equivalent rank) and above, from 44 forces in England, Wales and Northern Ireland, national police agencies and other forces in the UK and Channel Islands.

ACPO has a role in developing policing policy, carrying out research and publishing guidance for Chief Officers.

ACPO is funded by a combination of Home Office grant, contributions from the 44 police authorities, membership subscription and proceeds from its annual exhibition.

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Police Authorities

Police authorities are free-standing corporate bodies, independent and separate from local councils.

Composition:

• Police authorities normally have 17 members – 9 councillors, 3 magistrates and 5 independent members.

The Home Secretary may increase the size of the police authority if appropriate. Councillor members must always comprise a majority of one, and if an increase is agreed, the number of independent members must also be increased.

Appointment:

- Members are normally appointed for a term of four years.
- Councillor members are appointed by the relevant council, or where there is more than one council in the police authority area, by a joint committee of the relevant councils. Appointments must ensure, as far as practicable, that political parties are represented on the police authority so as to reflect the proportion of their members on the council or councils (including independent councillors). The Metropolitan Police Authority has twelve members of the Greater London Assembly, appointed by the Mayor.
- Magistrate members are appointed by the local magistrates panel or Magistrates' Courts Committee.
- Independent members are appointed by a process which involves a selection panel, the Home Secretary and the councillor and magistrate members of the authority. A selection panel (three people – one appointed by the Home Secretary, one by the councillor and magistrate members of the authority and one appointed by the other two) considers applications for membership and prepares a list of candidates, up to a maximum of four times the number of vacancies. The Home Secretary shortlists half of these names. The councillor and magistrate members appoint independent members from the shortlist. Vacancies must be advertised in the press, and anyone who meets the criteria can apply.

Role:

- The police authority's fundamental role is to maintain an efficient and effective police force for the area.

Specific responsibilities include:

- Consulting the local community about their concerns, to identify local objectives
- Setting targets to support local objectives and Ministerial priorities.
- Publishing an annual policing plan setting out how the community will be policed in the year ahead – including how objectives are to be met and how available resources are to be used. The plan is drafted by the Chief Officer, who must be consulted about any changes to the draft, but ownership of the plan rests with the police authority.
- Reporting back to the community at the end of the year on the extent to which the annual plan has been delivered.
- Securing, under Best Value, a continuous improvement in the provision of police services. Producing a Best Value performance plan, incorporated in the annual policing plan, sets out a programme of Best Value reviews by which authorities must review fundamentally the performance of all services over a five-year period.

• The Code of Practice on Financial Management encourages police authorities to delegate financial management to the Chief Officer.

The Association of Police Authorities

The Association of Police Authorities (APA) was set up in 1997 to represent police authorities in England, Wales and Northern Ireland nationally and to strengthen and support the role of police authorities locally.

The APA represents police authorities in consultation on police matters, and supports police authorities in their work by providing training, publications and research.

The APA is funded by subscription from member authorities.

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Appendix 3

STANDARDS UNIT

Terms of reference

The Standards Unit exists to deliver the Government's commitment to raise standards and improve operational performance in the police and in crime reduction generally in order to maintain and enhance public satisfaction with policing in their area.

Its core objective will be to identify and disseminate best practice in the prevention, detection and apprehension of crime in all forces in order to reduce crime and disorder as well as the fear of crime.

The Unit will:

- Work with forces and BCUs to ensure the most effective use of intelligence, detection and successful prosecution procedures.
- Identify BCUs or forces performing below their best, based on HMIC reports, statistical information, or particular cases of concern.
- Engage directly with the BCU or force to establish the nature of the problems, the extent to which best practice may be lacking, and the remedial action required.
- Engage similarly with other local agencies to ensure their effective contribution, including through Crime and Disorder Reduction Partnerships, where it is apparent that this is the key to police success in tackling crime and disorder at force level and below.
- Identify where in exceptional circumstances combined cross cutting measures engaging other agencies are required to focus on and achieve early change within a specific geographic area or BCU boundary.
- Draw validated best practice from HMIC, National Police Training, the Crime Reduction College and other agencies, spread its use through local engagement, and identify for professional evaluation any new examples or techniques it comes across.
- Have a capacity to provide short term funding to support the remedial action it has identified and which could not otherwise be undertaken.
- Identify cases in which the Home Secretary should consider the use of powers under the Police Act 1996, the Local Government Act 1999, or other relevant legislation.
- Identify issues which raise policy, technical or legal questions for the Home Office to address.

Appendix 4

Abbreviations

ABC	Acceptable Behaviour Contract
ACPO	Association of Chief Police Officers
ACSO	Accredited Community Safety Organisation
APA	Association of Police Authorities
ASBO	Anti-Social Behaviour Order
BCS	British Crime Survey
BCU	Basic command unit
CDRP	Crime & Disorder Reduction Partnership
CJS	Criminal justice system
CPTDA	Central Police Training & Development Authority
DAT	Drug Action Team
DVLA	Driver & Vehicle Licensing Authority
FSS	Forensic Science Service
HMCIC	Her Majesty's Chief Inspector of Constabulary
HMI	Her Majesty's Inspector [of Constabulary]
HMIC	Her Majesty's Inspectorate of Constabulary
IPCC	Independent Police Complaints Commission
LSP	Local Strategic Partnership
NAFIS	National Automated Fingerprint Identification System
NCF	National Competency Framework
NCIS	National Criminal Intelligence Service
NCPE	National Centre for Policing Excellence
NCS	National Crime Squad
NIM	National Intelligence Model
PITO	Police Information Technology Organisation
PNB	Police Negotiating Board
PSDB	Police Scientific Development Branch
PSSO	Police Skills and Standards Organisation
RDS	Home Office Research, Development & Statistics directorate
UKAEA	UK Atomic Energy Authority
VCRAT	Vehicle Crime Reduction Action Team