

# Home Affairs Committee: Written evidence

## Leadership and standards in the police service

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**This volume contains the written evidence accepted by the Home Affairs Committee for the Leadership and standards in the police service inquiry.**

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As at 4 December 2012

## **Written evidence submitted by Rachel Kearton [LSP 01]**

### *1. Executive summary of points:*

- 1.1. There are three contextual requirements to consider when changing the landscape for police leadership and standards. Firstly, the need for greater sophistication in negotiating, communication and political awareness skills of police leaders to operate in a new environment of less autocracy and more joint ownership.
- 1.2. Secondly, the ability as credible leaders to drive cultural change, to assist the workforce to adapt to a new structure, to direct senior officers to balance operational responsibilities with the requirements of the Police Crime Commissioner to hold the force to account. By negotiating shared responsibilities with PCCs, senior officers can be freed from bureaucratic performance processes to concentrate more expertly on the analysis of the prevention and resolution of crime and antisocial behaviour.
- 1.3. Finally, by developing a culture of evidence-based policing driven by the College of Policing, police leaders will establish themselves as professionals - technocratic problem-solvers with the scientific arguments to support their approaches - who seize the initiative and hold their own in respect of their critical and indispensable professional expertise.
- 1.4. Studies of other policing models beyond the UK demonstrate the need for a professional, coordinating body concentrating on the development of these three factors: a single voice for the profession that can advise and inform the public, stakeholders and strategic partners alike; strong accountability processes that provide continuity in the face of political change; and strategic direction in ethical leadership, in addition to support for learning and development, and workforce issues.
- 1.5. Through a tripartite faculty structure that interchanges research development, professional development, and the setting of policy and ethical standards, the College of Policing must assume an essentiality that has been absent from police training and development for a long time. With appropriate powers and resources it will provide cohesion, independence, opportunity, diversity and a framework that will unify policing nationwide, embrace local difference, initiate a personal responsibility for constant professional development, and deliver a public-focused service across the country.

## *2. Brief personal introduction*

- 2.1. I started my police career in Hampshire in 1989, later moving to West Yorkshire and Northumbria where, as a chief superintendent, I fulfilled roles as head of operations command, head of corporate development and most recently as BCU commander in Sunderland and South Tyneside. Prior to promotion to chief superintendent I was seconded to the Home Office where I worked on the Police Reform programme developing a new strategy for national race and diversity learning and development, and led the development of various leadership programmes including the introduction of work-based assessments for the promotion of sergeants and inspectors.
- 2.2. I am a qualified strategic firearms commander, advanced public order commander and Fellow of the Chartered Institute of Personnel and Development.
- 2.3. Having completed the strategic command course earlier in 2012 I am currently taking a career break working for the Foreign and Commonwealth Office as Executive Assistant to the British Ambassador in Turkey.

## *3. Personal recommendations*

- 3.1. Powers, responsibilities and resources of the College of Policing: it is recommended that the College is provided a legal status to require officers and staff to undertake professional reviews at appropriate stages of their careers. The resources should draw from the exceptional, both within and external to the service: any option to do otherwise will lessen the credibility of the College and lead to the undervaluing of the college by forces from its instigation.
- 3.2. The college will be well-placed to use such professional evaluations to openly facilitate access to temporary or permanent opportunities across the country and beyond, both within and outside of the service. Currently such opportunities, if advertised, are generally kept within forces, the larger metropolitan forces logically offering many more opportunities than the smaller. Such a system stagnates the free-flow of ideas and experience, placing an unhealthy reliance on networking and limiting opportunities to those who are supported by their senior officers. The converse applies: those who are not favourably supported, for good reason or ill, are currently unable to be proactive and take responsibility for its resolution. Staff in these circumstances are dependent on a generally poor and subjective performance management system, disempowered of choice other than to curry favour with their line managers. They cannot build a CV of their

- 3.3. The balance of responsibilities for: representing police services; setting and upholding standards; testing and rewarding; training; and guarding public interests: it is recommended that the College is not a provider, but the sole determiner of standards. Providers would tender for the delivery of functions, whether as single providers or competitive deliverers of parallel services, and would be re-evaluated at the end of each tender period. Providers may be police organisations or forces, other public services or private companies, for which all pay to be regulated and accredited by the college.
- 3.4. Creating two separate institutions to provide delivery functions and professional representation: it is recommended that the responsibility for delivery and professional representation should be sourced from the same institution; for the credibility of the deliverer, for greater clarity and reassurance to the public, for a coordinated approach and for seamless ownership between strategic, tactical and operational processes.
- 3.5. The interaction of the professional body with HMIC; the IPCC; ACPO; and other institutions in providing leadership and setting standards for police forces: it is recommended that the professional body is run by the service, for the service, as the generator of greater personal responsibility within its people to deliver a professional public service. It should be informed by other bodies, but recognised as the independent professional backbone of the service. The decisions made by other bodies would be informed by the rigorous, independent advice of the college, but the college should fiercely protect its position as setter, deliverer, maintainer and reviewer of standards, not determiner or judge.
- 3.6. The role of the College of Policing in recruitment and training: it is recommended that the College of Policing takes initial responsibility for all police officer recruits for the first stage of their service. Studies show that culture becomes embedded within the first six months. Responsibility for professional service delivery and standards will be enforced from the beginning through the college, supported by the professional development faculty. Officer recruits would be required to arrange their own training schedules by application, achieving evidence-based standards, with the options to seek specialism or a breadth of training geographically or within a specialist field. Forces would be required to make their selection of staff after the initial period, assessing individuals on a portfolio of evidence that may have taken a number of months or years to achieve, depending on the recruit officer's personal and professional aspirations. Such a system will also be able to take into account applicants with evidence of experience from

- 3.7. A similar system at more senior levels of the organisation will allow officers and staff to gain experience at different stages throughout their careers, to move between metropolitan police force areas for example, thereby improving the cross-fertilisation of experience and knowledge all the way throughout the service.
- 3.8. Responsibility within the professional body for civilian police employees: it is recommended that the responsibility for civilian police employees lies on a par with officers, within the College of Policing, whilst recognising the differences in service levels between the two sets of working conditions. There is no other way that continuity, cohesion, independence, opportunity, diversity and a framework for professional standards can unify policing nationwide without total inclusion of all involved. This should similarly allow provision for associate members within the wider criminal justice service; volunteers, partners and international colleagues alike. The college should be founded and maintained as a professional resource; prioritising the setting of requirements and standards, the research of future policing techniques and the professional development of individuals.
- 3.9. Funding the College of Policing: in this respect, it is recommended that significant funding should be made available from a clear recognition of what the college has to offer to others: research capabilities, professional development and recruitment resourcing, and the setting of policy and ethical standards. There should be some reasonable charge to officers and staff to participate in essential training, once again reinforcing the requirement for the personal responsibility in maintaining professional expertise. Associate membership would carry benefits and credibility for criminal justice partners and provide an additional funding source. Greater funding opportunities lie however in the value of expert knowledge; publications, forensic research or assistance, proactive media management, international development and external training events, for example. The regulation of providers will be important as will a role for the college in acting as an agent between forces and those that seek expert knowledge. The role of recruitment agency would extend even further, as forces apply to the college to identify the best fit for their vacancies, or to manage some routine personnel functions for the long-term on their behalf.

Rachel Kearton

October 2012

## Written evidence submitted by Paul Veltman [LSP 02]

### Submission / Summary

1.A basic qualification in UK law should be seen as mandatory professional development for certain senior police roles, especially those working in the areas of quality assurance and professional standards.

2.The UK Policing infrastructure becomes vulnerable to 'reputational risk' when power and capability are not in alignment, and senior police officers act in ignorance of the law.

3.This risk is magnified in a force which has a high ratio of junior to senior staff, as the requirements for sound operational decision making and management guidance to junior staff become proportionately higher.

4.In one case, a serving Constable was well aware that his conduct directly contravened the Police Regulations, while the Professional Standards Department could see no problem with his conduct when a complaint was lodged. It was left to the complainant to explain how the Police Regulations were to be applied in what was seen to be, by most observers, a very simple matter, i.e. knowing the difference between words such as *lawful* and *legal*.

5.To borrow from Juvenal, *Quis educet custodes?*

### Information on submitter:

1. This submission is made in a private capacity.
2. The Professional Standards Department of the force concerned have read this submission to the Home Affairs Committee in advance, and have chosen not to comment.

### Recommendations:

- 1.That the proposed College of Policing make basic legal education a mandatory element of a senior police officer's professional development.
- 2.That the standard of legal education be higher still for staff working in critical guardianship roles which define the parameters of corporate integrity and responsibility, such as force Professional Standards Departments.

Paul Veltman

October 2012

### **Written evidence submitted by David Treadwell [LSP 03]**

If this should be considered as 'written evidence' is a moot point, but we have been engaged locally with matters relating to the constabulary, following the Police Reform and Social Responsibility Act 2011.

I, David Treadwell, am currently involved locally, as a member of a 'Acocks Green Neighbourhood Forum' and we are represented on the West Midlands Police, Birmingham East Local Policing Unit, Operational Advisory Group (OAG), in a community consultation role, together with other community members.

There is no particular need or reason to give oral evidence, but if it should be considered appropriate these comments can be used, as and when necessary and in a responsible manner.

There could be much to commend these proposals, if used to improve the position and standing of the British Police service, and is inclusive to include the aspirations and opportunities for the Rank & File. Or is this to be taken, as in line with the military staff colleges, for the officer structure only?

There are many other professional/regulatory bodies, such as the the Independent Police Complaints Commission, H M Inspector of Constabulary, and Association of Chief Police Officers. What would be the College of Policing relationships and engagement with these bodies, and indeed the colleges influence with local universities that offer opportunities for a policing degree.

Policing from its foundation is very much a locally engaged service within the community that it serves and must ultimately be directly accountable to the citizen. That includes its officers and leaders. The police officer is the 'bedrock' of enforcement of English Law and 'keeping the peace' who is sworn into the 'Office of Constable', and is a servant of the Crown. They in turn have the full unlimited trust of the British People, devoted to the public interest and impartial in the enforcement of law and order, a complete opposite to some of our other institutions. This is some responsibility, and in the main we consider this has been carried out.

Could there be any conflicts of interests, arising from these consultations and recommendations, and what safeguards are there to ensure that persons involved in these consultations or recommendations do not derive any commercial benefits should any of their recommendations be adopted.

It is further understood that the Association of Chief Police Officer (ACPO) have been taking an increasing role in advising the government on certain strategies, does this include the proposals under consideration. If this should be the case, are the functions of ACPO, determined by parliament.

The public, through its representation in parliament, are the owners and custodians of our policing assets, and are often poorly consulted and engaged in these matters. We should continually ask what we are hoping to achieve by changes and have these been thoroughly evaluated.

We the public, in the main are most tolerant towards our Offices of State, as in our obedience and reluctance to question authority, with our 'back room' mentality and insularity and always accepting the programme. These consultations are an healthy opportunity for some form of engagement to counter these perceptions.

**Comments on certain particular terms of reference.**

**1/ What powers, responsibilities and resources should be given to the college of policing?**

To promote and inculcate the principle of British Policing and the 'Office of Constable'.

**2/ What lessons can be learnt from other professional bodies within the UK and from bodies in other countries?**

The aim of a professional body is to maintain standards and always to be open to and seek improvement.

**3/ Is it possible for one institution to balance responsibilities for: representing police services; setting and upholding standards, testing & rewards?**

Yes with an emphasis on the public ethos. Unlike certain others who may be considered to be aimed at self - promotion and self – interests.

**4/ Would it be preferable to create two separate institutions to provide delivery functions and professional representation?**

These could be considered comparable within one organisation.

**5/ How will the professional body interact with HMIC; IPCC; and ACPO; and other institutions providing leadership and setting standards for the police forces?**

There should be a clarity of understanding and responsibilities, with a code of conduct and accountability to those they represent and serve.

**6/ What role should the college have in recruitment and training?**

Recruitment should be undertaken locally and enrolled at the college for advanced training purposes.

**7/ What role should the College have in recruiting non-police officer to senior roles within the police service.**

As the due process stands as statute, A Chief Constable must have previously served in the Office of Constable. Surely, the function of a Staff College is to deliver people of the highest standards. Do we still have cases of the military recruiting civilians into high operational roles? Perhaps they are recruited direct to a staff college????

We could do well to reflect on this one.

**8/ Are police recruitment processes fair and open and how could they be improved?**

Yes! compared to any other profession, but should always be on the basis of merit.

**9/ Is the Metropolitan Police over - represented in senior positions?**



The perception is possibly yes, due to its high and historical position within the capital.

**10/ Are there any specific challenges facing the leaders of the Metropolitan Police Force, which the College of Policing could address?**

Areas of accountability and transparency, as in all areas of political and public service.

**11/ Should the professional body be responsible for civilian employees?**

There could be some opportunities for civilian employees through association, or in the case of PCSOs, if this post is to be maintained. Locally, we have very positive experiences from the function and service of PCSOs.

Although a police officer is one who has holds the Queens Warrant and taken the loyal oath.

**12/ How should the college of policing be funded?**

By the State, or foreign governments, or it would become a guild, subscribed by its members.

Trust these contributions are of assistance to your enquiries and the method of delivery is acceptable. If this should not be the case please do advise.

**Further written evidence submitted by David Treadwell**

Apologies for the need to make this follow-up contact but, having been made aware of additional information, I may have completely misinterpreted the Term 'College of Policing', as used in this notice.

Also, this appears to be a 'fait accompli' as the Home Secretary, is reported to have said, "that there will be a College of Policing, established at the end of 2012". It is also stated that, The Terms of the College of Policing will not:

- 1/issue any licence to practice policing.
- 2/duplicate the roles of other bodies, the like of HMIC or IPCC.
- 3/be a re-branded National Policing Improvement Agency
- 4/Investigate complaints or allegations of misconduct against police officers and staff. This will remain within the remit of the relevant police forces.
- 5/create a raft of bureaucratic guidance for the police service.

It will however, play a vital role in training and development of police officers and police staff in the future ensuring that continue to retain the skills they need in order to fight crime and protect the public. Quote!

Therefore, how will the College of Policing, sit along side existing establishments, such as 'Bramshill NPIA', or indeed the Metropolitan Police College Hendon. Is it the intention to replace these existing colleges, or is it to become a Chartered Institute or Guild?

Will it become necessary to hold a professional qualification to practice in the profession?

If it to become a professional body, and as there are no plans to require officers or staff to pay to be members of the College of Policing, and the intention is to become statutory, it will presumably become a State/Public body, responsible to parliament?

As a lay member of the community, having been invited to become engaged or consulted on policing matters, I don't quite now understand where you expect or see this body to sit, within the wider scheme of things.

The aims are laudable, but like many initiatives emanating from parliament the realities can be lost in the fog of interpretation of intentions. What we do need is a clear appreciation of the infrastructure and routes of accountability and that functions are suitably aggregated, to reduce duplication of service.

Again apologies for the possible misinterpretation of aims, but would still trust that these comments are useful to your outcomes.

David Treadwell, Chair, Acocks Green Neighbourhood Forum

October 2012

## **Written evidence submitted by the Department of Law, Policing and Investigation and the Centre for Forensic Investigation, Teesside University [LSP 04]**

### **Executive summary**

As an education and training team working within higher education and delivering programmes in partnership with a number of police forces. Our view is that the instigation of the College of Policing is a positive step forward for the police service as a whole.

The college should be ambitious in its outlook, regulate professional practice, and possess the ability to sanction poor and/or inappropriate practice. It should maintain and develop education and training products for the service in partnership with higher education and further education, with these products reflecting the professional nature of the service at the minimum level of four on the QCF/FHEQ educational frameworks.

### **Response to terms of reference**

1. What powers, responsibilities and resources should be given to the College of Policing?

1.1 The college should set standards for recruitment, training, promotion, professional practice and identify/sponsor evidence based research in partnership with other organisations.

1.2 The development and/or accreditation of appropriate continuous professional development (CPD) should be a college responsibility, as is the need for the CPD to be kept track of in order for individual practitioners to maintain any future registration as a suitable practitioner.

1.3 The college needs to deal with complaints of professional practice and be in a position to sanction poor and/inappropriate practice.

2. What lessons can be learnt from other professional bodies within the UK and from police professional bodies in other countries?

2.1 The college should follow other national professional bodies, such as the Nursing and Midwifery Council (NMC), who set the standards for education and training within their profession, ensuring that the skills and knowledge of members are kept up to date (NMC. 2011). Other professional bodies, such as the Forensic Science Society, also support the development of professional practice, therefore future affiliation to such organisations should be considered.

2.2 The development of knowledge and skills to support professional practice should be at an appropriate educational level. We would suggest that the minimum level of qualification should be established at level four on the QCF/FHEQ educational frameworks. This supports the ideals of Neyroud (2011). It should also be considered, that if the college is setting the standards for professional practice, then should the college provide liability insurance for members?

2.3 The independence for research exercised by The Royal United Services Institute allows them free thought and careful reflection, such independence has provided unique insights in to defence and security. As such, the new college of policing should be in a position to set the strategy and initiate research themes to inform evidence based practice, but not conduct the research itself, instead partner with independent agencies to do so.

2.4 The correct nationally agreed funding model for the college is essential, to avoid repeating the challenges faced by individual practitioners wishing to be registered with the now defunct Council for the Registration of Forensic Practitioners (CRFP), a number of whom paid for their individual registration, some were supported financially by their police force for registration, others did not register at all. Any funding model which is not supported financially by its member's deviates from current practice across the UK for the funding of professional bodies.

3. Is it possible for one institution to balance responsibilities for: representing police services; setting and upholding standards; testing and rewarding; training; and guarding public interests?

3.1 Yes, it is possible for one body to do this. However, there should be an organising committee (or similar) with not only members from all of the stakeholders involved, but also lay members.

4. Would it be preferable to create two separate institutions to provide delivery functions and professional representation?

4.1 No, there should be a joined up approach to both functions.

5. How will the professional body interact with HMIC; the IPCC; ACPO; and other institutions in providing leadership and setting standards for police forces?

5.1 The college needs to work closely with these bodies, but the detail needs to be set by the college in consultation with such agencies.

5.2 Interaction should take place between all professional bodies involved in the setting of standards for law enforcement including those for specific professions such as the Forensic Science Society and the Fingerprint Society.

6. What role should the College of Policing have in recruitment and training?

6.1 The creation of a new professional body must be a positive move forward in terms of providing vision and guidance to the service, although the approach to the education and training of future police officers currently seems both disjointed and confusing.

6.2 The college needs to mandate education and training which recognises the professional standing of police officers, who in order to perform their core role, require undergraduate skills such as problem solving, decision making and independent working, which is also linked with the aspirations for the professional standing of police officers identified by Winsor (2012) and would move away from

the “what is currently a craft- based operation, where experience and/or habit is the driving force for action – not evidence-based knowledge and practice” (HMIC. 2012 p18).

6.3 The college then needs to identify the opportunities for individuals to progress as lifelong learners as their career progresses. The facts reported by Winsor (2012) that just under 80% of chief police officers hold a level four qualification or above (such as a degree), in itself implies that in order to achieve the most senior ranks within the police service, the likelihood is that at some point an individual will most likely have to study for a such a higher education qualification.

6.4 Neyroud (2011) makes an interesting observation on the education and training of police officers which is “largely delivered in house with relatively little delivered by external providers, from Higher Education (HE), Further Education (FE) or the private sector” (Ibid. p.78). A number of higher education qualifications have been successfully delivered in the UK and other countries in partnerships between police forces and providers. For example, Chan and Dixon (2007) detail a successful partnership between the New South Wales Police Academy and Charles Sturt University in Australia delivering a Diploma of Policing Practice. Successful partnerships to deliver educational programmes have also been achieved in the UK, such as a short programme delivered in a partnership between Cleveland Police and Teesside University (Pepper and McGrath. 2010). The college should be in a position to accredit and promote such professional education and training.

6.5 The college should identify and maintain an approved register of CPD and providers. It is imperative that the college maintains the education and training frameworks developed by the service, such as the Initial Police Learning and Development Programme (IPLDP) and other frameworks.

7. What role could the College have in recruiting non-police officers to senior roles within the police service?

7.1 The role of the college should be to identify the minimum requirements for recruitment and then the education and training requirements for their development based on meeting the needs of the National Occupational Standards (NOS).

8. Are police recruitment processes fair and open and how could they be improved?

8.1 The standardised national recruitment process (SEARCH) is open and transparent though some forces also undertake formal second recruit interviews. There are similar fair processes for the recruitment of Police Community Support Officers (PCSO's) and Special Constables (SC).

8.2 The roles of the SC and PCSO are considered by many volunteers and employees as a means through which they may eventually gain employment as a regular police officer. However, there is no account taken of the successful completion of an assessment centre to be PCSO or SC if one then applies to be a regular police officer. For example, the pool of over 19,000 volunteer part-time SC's (Dhani. 2012) is an ideal potential recruiting ground for regular officers, but no credit is currently provided within the recruitment process for their already successful application and assessment.

8.3 There is also huge uncertainty amongst educational providers in terms of the acceptance by the police service, or otherwise, of so termed 'pre-join' qualifications. Students studying in HE and FE need to understand what the relative benefits are of undertaking a self-funded pre join programme and what, if any, guarantees it can bring for future employment.

9. Is the Metropolitan Police Force over-represented in senior positions?

9.1 This question would require greater clarity in order to formulate a response.

10. Are there specific challenges facing the leaders of the Metropolitan Police Force, which the College of Policing should address?

10.1 There is no doubt that the MPS has a greater level of involvement with counter-terrorism and national security. However, they are also the largest force in the country with greater resources available, not to mention the facilities of both mutual aid and information sharing.

10.2 The more important issue, is the ability of the new college to continue the good work of the National Police Improvement Agency (NPIA) in sharing good practice throughout the workforce.

11. Should the professional body be responsible for civilian police employees?

11.1 Most definitely. The police service of the future must demonstrate a common set of professional standards whether the individual is customer facing or in the back room. The police service should be one family. This could be achieved by establishing categories of membership such as 'sworn roles' and 'unsworn roles'.

12. How should the College of Policing be funded?

12.1 The college should be funded centrally through public funding, top slicing from all the police forces (including the non-Home Office forces, all of whom should support the college), although such funding, indirectly from the tax payer, will need to be justified. Funding should be supported by subscription from members as occurs with other professional bodies who provide professional development and networking, such as the International Association of Chiefs of Police in the USA (IACP. 2012).

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### **Biographical summary of team members reporting to the committee**

**Ian K. Pepper** is the Principal Lecturer in Policing at Teesside University.

Ian is an advocate of lifelong learning within criminal justice and law enforcement. He is a graduate of Sunderland University and Durham University. Ian manages a range of specialist learning and development programmes in partnership with law enforcement agencies. He is a former Senior Lecturer in crime scene and forensic science, police trainer, crime scene investigator (CSI) and fingerprint officer.

Ian has designed and delivered education and training to crime scene investigators and police officers across the UK and the world. He has a number of publications and is a member of the International Association for Identification, the Fingerprint Society and the Higher Education Academy. His research interests include police education and training.

**Brian Rankin** is the Head of Centre for Forensic Investigation at Teesside University.

After completing an MSc in Forensic Science Brian started his career as an operational forensic chemist with the Home Office Forensic Science Service. He has also been a fire investigator and an authorised analyst for the purposes of the Road Traffic Act. He has also had a variety of roles within the management of teams of forensic scientists and has been involved in high profile projects and programmes of work within the Forensic Science Society, the Home Office and the Association of Chief Police Officers.

Brian has been involved in the training of police officers of all ranks, scenes of crime officers and members of the legal profession. He is an advocate of an integrated system to support the investigation of crime to court.

He is a past President of the Forensic Science Society and a member of the recently formed Home Office Forensic Science Advisory Council.

**Christopher Blake** is a Principal Lecturer at Teesside University responsible for the management and delivery of a collaborative policing programme for student police officers with West Mercia Police. Christopher worked for West Midlands Police for thirty years in uniformed operations specialising in roads policing and staff training and development. While seconded to the Central Police Training and Development Authority he worked both as a team leader and as a training manager. Christopher has also delivered investigative training to detectives in Rwanda.

**Ruth McGrath** is a Senior Lecturer in Law and Policing at Teesside University, teaching on a range of vocationally focused policing programmes with partner organisations. She is a former police sergeant with Cleveland Police and has experience across a broad range of policing specialisms, including roads policing, criminal investigation and police custody. As a former police trainer she had responsibility for training and development of staff at all levels of the organisation, and continues to be involved in the recruitment and assessment process for potential police and community support officers.

**Helen Pepper** is a Senior Lecturer in Police Studies at Teesside University leading the delivery of a 'Skillsmark' endorsed Foundation Degree in Police Studies in partnership with Cleveland Police. Helen started her career with the Forensic Science Service as an assistant scientific officer. She later moved on to become a crime scene investigator (CSI) with West Yorkshire Police. She has been a senior scientific support officer with Durham Constabulary and the force forensic trainer. Helen has also been the acting Head of the Durham Constabulary Crime Scene Investigation Department.

**Peter Williams** is a Senior Lecturer with Teesside University teaching programmes in partnership with West Mercia Police and the military police, as well as delivering online programmes in counter-terrorism. Peter served thirty years with Merseyside Police and retired as a police Inspector, having also served as a custody officer and trainer in the force custody department along with performing a consultative role for custody matters with the police in Hungary. Prior to his operational police career Peter worked as a member of police staff with the then Liverpool and Bootle Constabulary and served in the Royal Air Force Police.

Department of Law, Policing and Investigation and the Centre for Forensic Investigation at  
Teesside University  
October 2012



## Written evidence submitted by the Police Foundation [LSP 05]

### About the Police Foundation

The Police Foundation is the only independent charity focussed entirely on developing people's knowledge and understanding of policing and challenging the police service and the government to improve policing for the benefit of the public. Founded in 1979 by the late Lord Harris of Greenwich, the Police Foundation has been highly successful in influencing policing policy and practice, through research, policy analysis, training and consultancy.

The Police Foundation welcomes this inquiry which raises important questions over the role of the College of Policing.

We support the idea of a College of Policing which promotes evidence-based policing, sets standards of professional behaviour (alongside other bodies where appropriate), and promotes good practice. However, we have concerns that a number of issues concerning the College are yet to be clarified. It is still unclear as to how training is intended to be provided or overseen and to what extent it may be devolved to police forces. We are also unsure as to how the College will fit into the broader landscape of policing and the extent to which it will connect to the work of the Home Office and of Her Majesty's Inspectorate of Constabulary (HMIC). We set out our response to the terms of reference below.

### What powers, responsibilities and resources should be given to the College of Policing?

1. We are encouraged to learn that the Home Office intends the College to '*identify evidence of what works in policing and share best practice*' and '*provide access to a body of knowledge that is informed by evidence-based research and work with universities to share and develop the underlying evidence base for policing practice.*' We fully support an evidence-based approach to policing and the College can assist in this by ensuring that officers learn how to interpret and use academic evidence to inform effective practice. To this end, as well as working with universities, we suggest the College might work with other relevant organisations such as research centres or independent think tanks.
2. We would support the creation of a high quality knowledge bank, based on research commissioned from a range of independent sources. We alert attention to bodies such as the King's Fund, which is independent but works with a range of different organisations to support the development of policy and practice in the health sector. Policing would greatly benefit from a similarly independent approach to applied research and evidence gathering that feeds into policing policy and practice, building on the work of the NPIA. The College might also wish to explore the issue of access to POLKA. The shared knowledge bank of POLKA is a valuable resource in policing. Some of the data held is confidential but there is an argument for making its less sensitive knowledge more accessible via a wider log in system to policing partners, stakeholders or interested parties nationally and internationally. This would enable a

broader audience to follow and contribute to the discussion around policing, adding a range of innovative ideas from wider sources both within and outside the police service.

3. The Police Foundation welcomes the intention for the College to set standards of professional behaviour. In its capacity as a centre for training and professional development the College should rightly be responsible for setting standards of good practice, professional behaviour and conduct. In England and Wales, there is no single document that sets out the ethics of policing. The principles are spread across a confusing number of sources: Peel's Nine Principles, the Code of Professional Standards, the Police Code of Conduct, ACPO's Statement of Common Purpose and Values, the Policing Pledge and the Quality of Service Commitment. There is a need here for rationalisation and synthesis and the College will be in a position to provide valuable assistance in this regard. The European Code of Police Ethics, produced by the Council of Europe might provide a helpful starting point for this.<sup>1</sup>
4. We want to be clear, however, that in our view the new Professional Body should not be given the remit to set national policing strategy or policy. These must be set by either Parliament or by Government, through the Home Office. We make this point because the word 'standards' is not adequately defined in the Neyroud Review. Care needs to be taken to ensure that the setting of standards does not go too far and become, in effect, policy-making. Concerns have been raised over ACPO's undue influence on policy<sup>2</sup> and the new College should take care that it does not follow a similar route.
5. The Police Foundation would be similarly concerned if the College were given a role in setting guidance. Guidance is intended to assist the police in interpreting legislation. It is currently produced in part by ACPO, and the Neyroud review identifies 400 pieces of doctrine that, it states, are 'of varying quality.' Although the ACPO Guidance is not binding, it is often assumed it has legal force and police officers are sometimes surprised to learn it is not statutory. The courts also on occasion assume ACPO Guidance sets out recognised policing policy on matters such as DNA retention.<sup>3</sup> We recognise the need to provide guidance to assist the police in applying legislation effectively and we appreciate the specialist knowledge that the police hold in terms of operational matters. In this respect we believe the College should be responsible for professional practice guidance; that which concerns the leadership and management of a force, providing expertise and insight for chief constables to draw on in help running a police force. However in our view the Home Office should retain ownership and responsibility for guidance intended to

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<sup>1</sup>The European Code of Police Ethics Council of Europe 2001  
<http://polis.osce.org/library/f/2687/500/CoE-FRA-RPT-2687-EN-European%20Code%20of%20Police%20Ethics.pdf>

<sup>2</sup> Including at our Oxford Policing Policy Forum Police Foundation (2009) *Politics and the Police* available at <http://www.police-foundation.org.uk/files/POLICE0001/OxfordForum/OPPF%20REPORT%206th.pdf> and also The Guardian, 16 February 2009, *Police Chiefs Body faces call for review*.

<sup>3</sup> Regina (GC) v Commissioner of Police of the Metropolis [2010] WLR (D) 193

assist the police in interpreting legislation, as this type of guidance can become in effect secondary legislation or policy and as such it must accurately reflect its statutory origins. This is not one of the responsibilities of the Home Secretary which we feel can or should be devolved.

6. We appreciate that it is a difficult distinction to draw but we would hope by alerting attention to the issue, the College might consider the fine line between guidance or standards which are operational, professional and practical (which should be within its remit) and guidance or standards which amount to policy-making (which should be the responsibility of the Home Office, or locally, the new Police and Crime Commissioners).

**Is it possible for one institution to balance responsibilities for: representing police services; setting and upholding standards; testing and rewarding; training; and guarding public interests?**

7. Although the phrase 'represent the police service' has been used in the Neyroud review, and in Home Office<sup>4</sup> and ministerial statements,<sup>5</sup> we are nonetheless unclear about what this phrase means in the context of the College. Our understanding is that the role of the College is to provide training and professional development, improve the evidence base for policing and to set standards for policing. To whom is the service to be represented? Which ranks will be represented? In what context? What representational role is the College intended to have? We would like to understand this aspect of the College's intended role further.
8. With regard to the other responsibilities set out above, in our view the College should set standards for professional behaviour (working with HMIC where appropriate to achieve this) and is well placed to test and reward academic and practical qualifications (but not to test or reward beyond these areas). As for 'guarding public interests,' the Home Office website sets out this responsibility as:  
*"Protect the public interest: by promoting the values of effective policing; learning from and supporting improvement in policing; and maintaining ethics and values."*  
We support the College's role in promoting the values of effective policing and in providing training and development to improve policing and its evidence-base. If by 'maintaining ethics and values' the Home Office means the College should set standards and train and test officers at all levels to ensure they meet those standards, then we agree there is a role for the College in this regard. If, however, the Home Office envisages a broader role for the College in terms of either maintaining or upholding standards beyond training and testing officers then in our view this strays too far into the role of the HMIC.

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<sup>4</sup><http://www.homeoffice.gov.uk/publications/police/college-of-policing-introduction?view=Binary>

'it is essential that the body represents the desires and aspirations of the police service'

<sup>5</sup> 15 December 2011 'The police professional body will develop policing as a single profession; it will represent the entire service' [http://www.npia.police.uk/en/docs/HO\\_Future\\_of\\_the\\_NPIA\\_Commons\\_-\\_2011\\_12\\_15\\_1.pdf](http://www.npia.police.uk/en/docs/HO_Future_of_the_NPIA_Commons_-_2011_12_15_1.pdf)

9. We do have concerns over the range of responsibilities intended for the College, particularly due to the lack of clarity in this area. It appears the College may be intended to operate in some ways as a training delivery body, in some ways as a membership organisation (representing the views of its members) and possibly in some ways as a disciplinary body (upholding standards and maintaining ethics and values). We do not believe it is appropriate for the College to provide both delivery functions and professional representation. In addition to the question of whether a disciplinary role is appropriate, the wide remit proposed may leave the College open to criticism that its role is unclear and will confuse the public. Similar criticism has been directed at ACPO, which has been described by the Association of Police Authorities (APA) as a functional hybrid due to its range of responsibilities.<sup>6</sup> It is important that the reasons for replacing much of ACPO with a more transparent and accountable body are not simply replicated in the new College. To this end, we think it would be useful to publish a clear statement of the role and functions as well as governance arrangements for the new slimmed-down version of ACPO at the same time as publishing the details of the role and function of the College of Policing.

**Would it be preferable to create two separate institutions to provide delivery functions and professional representation?**

10. In our view the College should be responsible for delivery functions – providing training and development, setting standards of professional behaviour and improving the evidence base. We believe there is already an adequate structure for professional representation in place, under the Police Federation, the Police Superintendent's Association and the remaining functions of ACPO. If this route is not followed, then we believe the title of 'College' should be reviewed. 'College' implies learning and training, rather than 'professional representation' and the term may lead to confusion in the public's mind.

**How will the professional body interact with HMIC; the IPCC; ACPO; and other institutions in providing leadership and setting standards for police forces?**

11. We see the College as having an important role in setting standards of professional behaviour (with assistance from the Home Office) and training officers to reach and surpass those standards. It is the role of the HMIC to monitor whether these standards have been met and of the Independent Police Complaints Commission (IPCC) to oversee an effective, independent complaints system which holds officers accountable to those standards.
12. In order for this linked system to operate effectively, there needs to be a process of information sharing and continuous learning via regular meetings, bulletins such as the IPCC 'Learning the Lessons,' and networking between the three organisations. Through this regular contact, information and knowledge on common problems and

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<sup>6</sup> Association of Police Authorities (2010) *Response to Policing the 21<sup>st</sup> Century*

best practice can be shared and fed into College training and professional development.

***What role should the College of Policing have in recruitment and training?***

13. We agree with the Neyroud Review that there needs to be a stronger emphasis on the relationship between education, evidence and practice in policing. We also support the continuing professional development of police officers and the shift from an in-house approach to a greater use of external providers such as institutes of higher education. Training will benefit from being overseen and managed by one national body responsible for ensuring it is of a sufficiently high standard and covers both academic and vocational development.
14. In respect of training, the role of the College should be to develop a curriculum that addresses the multi-faceted skill set required of the constable role; including not only theory but work place skills such as problem-solving, communication, situation management, inter-personal skills and teamwork. Currently police training has a tendency to focus on learning the law rather than learning how best to handle a variety of situations on the ground. Although an understanding of the law is important, the training should not neglect the 'how' of policing – in this respect, the best training is usually practical, on-the-job experience and the College will need to identify a way to combine both academic and practical teaching in this regard.
15. There are two areas in particular which we believe are insufficiently valued under the current police training system. The first of these is business and management skills. The risk-averse culture of policing can be a barrier to innovation and development,<sup>7</sup> and it is important, particularly in the current context of reducing resources, for the service to find new ways to operate efficiently and effectively, while maintaining a high level of public confidence. To this end we are pleased to note the Home Office's statement that the College *'will work with other organisations, including with the private sector to ensure that, where appropriate, the police service is able to access the very best training from outside the police service.'* We believe the use of outside training providers could provide valuable business skills and introduce more forward-thinking, innovative approaches to policing.
16. Secondly, as identified in the Neyroud Review, training on human rights and ethics has hitherto been undervalued. Human rights values based on fairness, procedural fairness, respect and equality are important to policing, not only because they have been shown to increase confidence and legitimacy, but also because one of the principal roles of the police is to protect and promote people's rights and freedoms. Policing frequently involves balancing different rights and, in practice, the police exercise considerable powers that can affect the liberty of citizens. As noted by the

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<sup>7</sup> Berry, J (2010) *Reducing Bureaucracy in Policing*, Home Office

Patten report, '*There should be no conflict between human rights and policing. Policing means protecting human rights.*'<sup>8</sup>

17. An inquiry by the Equality and Human Rights Commission<sup>9</sup> found human rights are seen by frontline officers as a less important part of the training process, as 'political correctness' rather than a useful tool of policing. The Inquiry identified a feeling amongst police that human rights are 'criminal's rights.' The Joint Committee on Human Rights similarly identified a lack of understanding of human rights at all levels and recommended independent research into the extent of police knowledge and awareness of human rights.<sup>10</sup>
18. We would therefore welcome an increased focus on training in ethics and human rights that includes a clear understanding of why human rights should be at the core of policing. This could begin at recruitment level with the assessment of candidates with high empathy and negotiation skills who identify with the peacekeeping aims of policing,<sup>11</sup> and continue through a training programme based on ensuring an understanding of human rights values and rewarding officers who demonstrate those values. Rather than being a separate training module, human rights training should feature in every part of frontline police training, using case studies to illustrate how a human rights approach could diffuse a difficult encounter or assist policing in other concrete situations.

***What role could the College have in recruiting non-police officers to senior roles within the police service?***

19. There are, in our view, some clear advantages to a direct entry system. Policing has become increasingly specialist and there is a need for technical abilities in areas such as complex fraud or cyber-crime. The Metropolitan Police Service's Race and Faith Inquiry<sup>12</sup> concluded that the single entry system could consequently leave policing at the margins of more sophisticated crime investigation due to its inability to support a pool of specialists with technical expertise. To tackle the budgetary cuts senior police officers are also increasingly required to make business decisions in areas such as financial management and human resources, and managerial experience gained outside the police service could be useful in this context. Although many police staff may have these specialist skills (particularly in terms of financial expertise), there is arguably a need for more warranted officers to also have them. Candidates with such specialist skills would, in all likelihood, be joining the police as

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<sup>8</sup> 4.1 Patten C (1999) *A New Beginning: Policing in Northern Ireland* The Report of the Independent Commission in Northern Ireland HMSO

<sup>9</sup> Equality and Human Rights Commission (June 2009) *Human Rights Inquiry*.

<sup>10</sup> House of Commons (2009) House of Lords Paper 47-11 'Demonstrating Respect for Rights? A Human Rights Approach to Policing' Joint Committee on Human Rights Seventh Report of session 2008-2009.

<sup>11</sup> Greene, J. (2010) *Policing Through Human Rights*, Ideas in American Policing (13) December 2010.

<sup>12</sup> Metropolitan Police Authority (May 2011) *Race and Faith Inquiry - exploring options for multi-point entry in the Police Service*.

a second career and thus might be reluctant to start again at the most junior level and undergo the two years of training required under the single entry system.

20. Direct entry could also potentially help to address diversity issues within the police. The Police Foundation has serious concerns about the low levels of women and ethnic minority police officers at middle and senior management level. The Metropolitan Police Service's Race and Faith Inquiry concluded that multi-point entry could assist in increasing the proportion of female and ethnic minority officers in senior positions. The Inquiry also found that direct entry could help to improve police culture. The single point entry system encourages an inward-facing occupational culture<sup>13</sup> with a natural suspicion of outsiders,<sup>14</sup> making it difficult to embrace new ways of working and promote collaboration. By contrast, direct entry could help to improve police culture by introducing new ideas and new ways of thinking at senior levels.
21. As well as potential benefits, however, the direct entry system also carries significant risks. The police service is equipped with unique powers that affect people's rights and liberty, and care should be taken to ensure that these powers are used only by officers that have the necessary training and expertise. Policing is complex and involves considering subtle factors such as the impact of a particular action on community relations. Decisions made in a split second can have far reaching consequences. Two years of ground level, street-based experience can help an officer in developing the 'craft' of policing, assisting him or her to develop the use of professional judgment, in preparation for the split-second, practical decisions that will be required.
22. The accumulated knowledge of the police service and its structure based on working through the ranks would be difficult for the College to replicate through training. Furthermore, management positions within the police present some unique challenges that are not easily comparable to the challenges found in other professions. In this respect, the Metropolitan Police Service's Race and Faith Inquiry found that managerial experience in a role outside of the service is no guarantee of managerial success inside the service and that operational decision-making can only be learnt in role.
23. We are also concerned about the credibility of senior officers recruited through direct entry. There is overwhelming support for single entry inside the police service<sup>15</sup> and constables have more confidence in leaders who have had frontline experience.<sup>16</sup>

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<sup>13</sup> Barton, H. (2003) 'Understanding occupational (sub) culture – a precursor for reform: the case of the police service in England and Wales', *International Journal of Public Sector Management*, Vol. 16 No.5, pp.346-58.

<sup>14</sup> See, for example: Berry, J. (2010) *Reducing Bureaucracy in Policing*, London: Home Office and MacGregor, M. (2005) *Manifesto for the Met Policing London in the 21st Century*, London: Policy Exchange.

<sup>15</sup> Review of Police Leadership and Training

<sup>16</sup> Rowe, M. (2006) 'Following the leader: frontline narratives on police leadership', *Policing: An International Journal of Police Strategies and Management*, Volume 29, Number 4.

The focus on direct entry as a way to address diversity issues arguably compounds this problem, and the Metropolitan Police Service's Race and Faith Inquiry raised concerns that officers recruited through direct entry might be perceived as having been given opportunities based on their race or gender rather than their competence.

24. Clearly, there are challenges facing the recruitment of non-police officers. But there is a valuable role the College could play in this area. The College could, for example, work with forces to identify skills that are lacking, and set standards for the recruitment and assessment of direct entry candidates. In terms of training, the College could design a range of courses to ensure that non-police officers gain relevant on-the-ground training, skills and experience. In cases where practical training is provided by forces in-house, there is a role for the College in supervising and assessing the processes and outcomes. Further, examples of direct entry schemes have already been proposed in the second Winsor Review and it should be within the remit of the College to assess the feasibility of these as well as future schemes.

### **Should the professional body be responsible for civilian police employees?**

25. In our view the College should be responsible for civilian police employees. Officers and staff work together in many branches of policing. Training both within the same organisation will enable the ethos of the service to be promoted and relationships to be established, setting up strong lines of communication and teamwork for the future.
26. As we have stated, in our view the role of the College is that of delivering training, providing a knowledge base of evidence on good practice, and setting and promoting standards. The College should not operate as a disciplinary body, nor as a representative body. Without this representational element, we do not think it is appropriate to ask police officers to fund the College. In this respect we are pleased to note that this is not being planned at present, with the College to be funded until 2015 through the transfer of the NPIA budget.
27. After 2015 in our view the College ought to be funded primarily by central Government, but it may be possible to develop a business model for funding from an additional range of sources. Training through the NPIA was funded in part by Police Authorities and in part by police forces directly. Similarly there may be scope within PCC or force budgets to supplement Government funding by way of a subscription fee or payment for individual courses. In addition, were the College to decide to offer a range of courses to business organisations, such as private security, this might provide a revenue stream.

The Police Foundation

October 2012



## **Written evidence submitted by Stonewall [LSP 06]**

### **Introduction**

1. Stonewall welcomes the opportunity to respond to the Committee's inquiry into leadership and standards in the police service. Stonewall is the leading organisation campaigning and lobbying for lesbian, gay and bisexual equality in Britain. This submission draws on YouGov polling commissioned by Stonewall, as well as our work with over 30 police forces in England and Wales.

### **Summary**

2. Stonewall welcomes the establishment of a professional body to increase professionalism in policing. We believe a body driven by serving police officers will lend credibility to initiatives to tackle homophobic hate crime and same-sex domestic violence and improve engagement with lesbian, gay and bisexual people in local communities. We anticipate that this will help to increase wider support from within the police for such initiatives.
3. Stonewall's research clearly demonstrates that, although lesbian and gay people experience high levels of homophobic hate crime and domestic violence, very few of these incidents are reported to the police. Lesbian and gay people expect to be treated worse than heterosexual people if reporting a crime, or if suspected of having committed a crime, which has a material impact on their interactions with the police.
4. As the police service adapts to the introduction of Police and Crime Commissioners and the changing landscape of policing, a consistent approach to supporting local lesbian, gay and bisexual people will be increasingly important, in order to increase confidence in the police. We believe the College of Policing will have an important role to play in:
  - setting definitive standards of how lesbian, gay and bisexual people can expect to be treated by all police officers and police staff;
  - ensuring that all police officers and police staff receive adequate training on why sexual orientation issues are relevant to the work of the police and supporting them to fulfil their statutory obligations under the Equality Act 2010;
  - raising the visibility of lesbian, gay and bisexual issues in policing, for example by promoting work to tackle homophobic hate crime and same-sex domestic violence and encouraging the sharing of good practice between forces;
  - retaining talented lesbian, gay and bisexual police officers and police staff by offering targeted development opportunities.

### **Stonewall's research**

5. Stonewall's report *Homophobic hate crime*, based on YouGov polling of over 1,700 lesbian, gay and bisexual people, found that every year one in eight lesbian and gay people experience a homophobic hate crime or incident but less than one in four of those report it to the police. Over a third do not report these incidents to the police because they do not believe they could or would do anything about it. Seven in ten do not report hate crimes or incidents to anyone.
6. Further YouGov polling of over 1,600 lesbian, gay and bisexual people commissioned by Stonewall, *Serves You Right*, found that more than one in five lesbian and gay people would expect to be treated worse than a heterosexual person when reporting a crime if the police officer knew they were lesbian or gay. Lesbian and gay people think they will be treated even worse by the police if they report a homophobic hate crime.
7. *Serves You Right* also found that over a third of lesbian and gay people think the police would treat them worse than a heterosexual person because of their sexual orientation if they committed a crime or were suspected of committing a crime. This is exacerbated for lesbian, gay and bisexual people from black and minority ethnic backgrounds. Our report *One minority at a time* reveals that black gay men feel they have a distinct experience of being stopped and searched because of their sexual orientation. This indicates that the police have a limited understanding of issues relating to ethnicity and sexual orientation, which has an impact on black gay men's trust and confidence in police services.
8. Our research also demonstrates that, although domestic violence is a significant issue for lesbian, gay and bisexual people, with half of gay and bisexual men having experienced it, very few report it to the police and many of those who do are unhappy with the police's response. Four in five lesbian, gay and bisexual people who have experienced domestic abuse have never reported incidents to the police. Of those who did report, more than half of gay and bisexual men were unhappy with how the police dealt with the situation. Only half of lesbian and bisexual women who reported abuse were happy with how the police dealt with the situation.

### **The role of the College of Policing**

9. Stonewall welcomes the introduction of a police-led professional body to promote excellence in policing. By putting police officers and police staff at the heart of its work, we believe the College of Policing will lend credibility to on-going work to improve outcomes for lesbian, gay and bisexual victims of crime. We believe police officers will be more likely to support initiatives that draw on the expertise of other police officers working with diverse communities across the country.

### *Setting definitive standards*

10. One of the key roles of the College of Policing will be to set definitive standards of police behaviour. We expect this to include explicit standards about how lesbian, gay and bisexual people can expect to be treated by police officers and police staff. This will help police forces meet their statutory duties under the Equality Act 2010.

11. In order for the College of Policing to be fully effective in supporting police forces to comply with the public sector equality duty, it will be important that the body is itself subject to the duty. For this reason Stonewall strongly recommends that the College of Policing is established as a statutory body as soon as possible, in such a way that its public functions are subject the Equality Act 2010. This will mirror other professional bodies such as the General Medical Council and the Law Society.
12. The importance of having a professional body that sets explicit standards of behaviour towards lesbian, gay and bisexual people is demonstrated in other sectors. The General Medical Council, for example, sets standards for doctors on how to treat lesbian, gay and bisexual patients and how to make sure they do not discriminate on the grounds of sexual orientation. In the housing sector, the Chartered Institute for Housing has published a practice brief for housing providers, featuring best practice case studies on how to deliver services appropriately to lesbian, gay, bisexual and transgender clients.

### *Training*

13. Stonewall expects the College of Policing to play a key role in ensuring that all police officers and police staff receive comprehensive training that fully addresses sexual orientation issues. This will ensure that all taxpayers receive the high level of service they rightly expect from the police. Through our work with over 600 employers in a variety of sectors, we know that training targeted at every level of an organisation is a valuable tool in raising awareness of lesbian, gay and bisexual issues.
14. Police training should outline expected behaviours at work in order to create a respectful and supportive working environment for all staff. This will ensure that all police officers and police staff can perform to the best of their ability. Training should cover the police's legal duty not to discriminate against lesbian, gay and bisexual people, as well as its duty to proactively promote equality for lesbian, gay and bisexual people under the public sector equality duty. Training should also address the relevance of sexual orientation issues to police work, looking in particular at homophobic hate crime and same-sex domestic violence and the reasons why gay people may be anxious about approaching the police.

### *Raising visibility*

15. Through Stonewall's work with over 30 police forces across England and Wales, we know that many forces want to drive down rates of homophobic hate crime, encourage reporting and improve confidence in the police amongst lesbian, gay and bisexual people in their local communities. While some already demonstrate good practice in this area, many want to better understand the needs of their local gay community and engage effectively with them but simply don't know how to do so. Through Stonewall's Diversity Champions programme, many police forces have come to recognise the value of sharing examples of good practice with other forces.
16. We believe the College of Policing will be well placed to extend this sharing of good practice and raise the visibility of work already being undertaken by police

forces to engage with local lesbian, gay and bisexual people and reduce homophobic hate crime. For this reason we welcome the Home Secretary's clarification in her Written Ministerial Statement that the College of Policing will 'identify evidence of what works in policing and share best practice.'

17. The College of Policing will also have a role to play in raising visibility around lesbian, gay and bisexual issues in other ways, for instance by showing support for gay staff within the police service. Other professional bodies have again demonstrated best practice in this area. The British Medical Association, for example, created a web-based resource celebrating the contributions of lesbian, gay, bisexual and transgender doctors to the NHS over the past 60 years, and launched the resource to coincide with Lesbian, Gay, Bisexual and Trans History Month.
18. The College of Policing should also look to work in collaboration with the Gay Police Association, and the lesbian, gay and bisexual staff networks of individual police forces where they exist, to support and raise the profile of gay police officers and police staff. In doing so it can learn from the experiences of other professional bodies that collaborate with staff associations, such as the Royal College of GPs which has strong links with the Gay and Lesbian Association of Doctors and Dentists.

*Offering targeted development opportunities*

19. Through our work with police forces across the country, we know that lesbian, gay and bisexual police officers and police staff can face barriers to career progression. Many of the police forces we work with offer targeted development opportunities to underrepresented groups within the police service, including lesbian, gay and bisexual police officers and police staff, in order to improve the diversity of senior staff. Four in five police forces who submitted to the Workplace Equality Index 2012, Stonewall's annual benchmarking exercise of gay-friendly employers, offered targeted development opportunities to lesbian, gay and bisexual staff. Overall, the police was the second highest performing sector in the 2012 index.
20. The College of Policing must ensure that a national development programme continues to be offered to underrepresented groups within the police service, equivalent to the National Policing Improvement Agency's Positive Action Leadership Programme. This will help to retain talented gay staff, who may look for work elsewhere if they feel they are not sufficiently supported. It will also help to ensure that the senior ranks of the police service reflect the diverse communities they serve.

The publications cited in this response are available to download free from [www.stonewall.org.uk/publications](http://www.stonewall.org.uk/publications).

Stonewall  
October 2012

## **Written evidence submitted by the Public and Commercial Services Union [LSP 07]**

1. PCS, the Public and Commercial Services union, represents over 270,000 members throughout the civil service and government agencies, making us the UK's largest civil service trade union. We also organise widely in the private sector, usually in areas that have been privatised.
2. Our members include those currently working at the National Policing Improvement Agency (NPIA) which is set to be abolished on 30 November. About 400 staff expect to be transferred into the new College of Policing.
3. Our submission to this timely inquiry has been put together with the assistance of PCS reps in the NPIA who have the knowledge and experience of what is required to ensure standards of policing are improved.
4. Our members who are set to transfer out of NPIA are understandably at this late stage concerned about their futures as there is still a lack of clarity over their future employment status and roles. We are still seeking assurances that these staff will retain their civil service status and access to the civil service pension scheme.
5. We have set out our answers to the questions posed in the committee's terms of reference for the inquiry individually below.

### **What powers, responsibilities and resource should be given to the College of Policing?**

6. We recommend that the college retains the powers of the parts of the NPIA that transfer into it and that its quality assurance powers be enhanced. We note that when the Home Secretary addressed the Superintendents' Association Conference on 11 September 2012 she made reference to the College of Policing setting first class standards for training, development, skills and qualifications. However, these can only be achieved if the new body is given adequate resources and powers to deliver them.

### **What lessons can be learnt from other professional bodies within the UK and from police professional bodies in other countries?**

7. We do not believe that any of the predecessor organisations to the NPIA were truly professional policing bodies. They provided a range of services to the police, and other bodies concerned with policing, but did not generally set standards of policing and did not have authority to enforce them.
- 7.1 For the College of Policing to have this role, it would need to have a guaranteed independence of judgement from the Home Office, the police service and other policing bodies. It would consult, and work closely with, these but the judgement would have to be that of the College of Policing.

- 7.2 We do not think that it would be practicable for the College of Policing to retain an independent status if it were to charge the police service for the services it provided, if it had to compete with other providers, and it would be invidious if it did charge but was a sole provider.

**Is it possible for one institution to balance responsibilities for representing police services; setting and upholding standards; testing and rewarding; training; and guarding public interests?**

8. We do not believe that this is possible. The responsibility for representing police services is not compatible with setting and upholding standards; testing and rewarding; training and guarding public interests. We think the responsibility for representing police services should lie with the Association of Chief Police Officers.

**Would it be preferable to create two separate institutions to provide delivery functions and professional representation?**

9. There is a difference between representing police services, as a group of organisations, and representing the police as a profession but it is a narrow one. It would be difficult to draw a distinction in our view.
- 9.1 PCS believes that it would be better for the College to focus on setting and upholding standards and providing professional representation in that sense alone. We believe that this can be combined with delivery functions, and therefore those functions not handled by police services should go to a separate institution.

**How will the professional body interact with HMIC; the IPCC; ACPO; and other institutions in providing leadership and setting standards for police forces?**

10. We believe that these bodies have different roles. The College of Policing should be responsible for setting the standards of policing and upholding them and would consult and work with the other bodies on this.
- 10.1 It would not be a regulator, as the HMIC is to be; it would have no complaints handling role as the IPCC has; it would not represent police services or have the coordinating role as ACPO does and neither would it have the law enforcement and intelligence functions that SOCA has and that the National Crime Agency will possess.
- 10.2 We would expect it to provide some training and other services to these bodies. It could for example provide legal, diversity and human rights validation of policies and training material for the other three bodies. It could also provide leadership, senior command and some specialist training for their staff.

**What role should the College of Policing have in recruitment and training?**

11. We believe that the college should retain the role that NPJA currently has. This includes the design and operation of Police SEARCH recruitment assessment centres and assistance and quality assurance of such centres operated by the police services. NPJA also provides executive services to the tripartite body (Home Office, ACPO, Association of Police Authorities) overseeing the Initial Police Learning and Development Programme that includes design of the learning outcomes, the provision of learning materials and quality assurance for the Initial Police Learning and Development Programme (IPLDP).

**What role could the College have in recruiting non-police officers to senior roles within the police service?**

12. We recommend that this should be an extension of the current selection arrangements for ACPO posts and that it include defining the learning requirements for these entrants, to enable them to perform in roles as effectively as police officers do

- 12.1 We understand that courses for senior police managers have been attended by civilian police managers and we think this indicates that there is no inherent problem in running joint selection exercises for police officers and others.

**Are police recruitment processes fair and open and how could they be improved?**

13. The recruitment process for police constables, as designed and delivered by or under the quality assurance of the examinations and assessments process is rigorously checked at each stage to eliminate discrimination and to be otherwise fair.

- 13.1 PCS does not know whether, and to what extent, there are additional, force specific, selection processes, and whether they are fair and open. We have no reason to believe that if they exist, they are not fair and open.

- 13.2 We are concerned that the recruitment of police from BME backgrounds still falls disappointingly well short of reflecting the 7 per cent target figure set by the Home Office in 1999 to reflect the proportion of ethnic minorities in the population as a whole. According to Home Office figures there were 6,679 FTE minority ethnic officers in the 43 English and Welsh police forces as at 31 March 2012, 5 per cent of the total strength, compared with 4.8 per cent a year earlier.

**Are there specific challenges facing the leaders of the Metropolitan Police Force, which the College of Policing should address?**

14. The Met is the largest force in the UK and we think this may well impose specific challenges. There are also Met functions arising from policing the capital of, and the largest city in the UK, which may well have similar consequences. We think the setting and upholding of standards by the College of Policing should take account of these.

**Should the professional body be responsible for civilian police employees?**

15. Yes, we believe that they should be. The police service has an increasing proportion of civilian employees and the range of functions they carry out is also on the increase. Therefore it is vital that the new body has responsibility for these employees.

**How should the College of Policing be funded?**

16. We believe that the activities of the College of Policing should be primarily financed by the Home Office, following the same funding model that the NPIA has had.

Public and Commercial Services Union

September 2012



## **Written evidence submitted by the Higher Education Forum for Learning and Development in Policing [LSP 08]**

Submitted by Dr Dominic Wood on behalf of the Higher Education Forum for Learning and Development in Policing (see 2.2 below)

### **1.0 Executive Summary**

1.1 The following submission provides a higher education perspective on the College of Policing. It represents the shared views of academic members of the Higher Education Forum for Learning and Development in Policing (HE Forum) from the Higher Education Institutions (HEI) listed in section 2.4 below. The main points addressed in the submission relate to standards in policing and those terms of reference that address the composition, role, functioning and governance of the College of Policing. The submission is highly supportive of the introduction of the College of Policing, assuming it is able to provide a professional voice for policing. It is important that the College of Policing is not allowed to become the National Police Improvement Agency (NPIA) by another name.

1.2 The submission is based upon the experiences of delivering an array of policing programmes in HEIs across the UK. A frustration for HEIs has been the difficulty of engaging nationally with policing. Partnerships between HEIs and police services have therefore tended to have only local impact. The programmes themselves are therefore susceptible to changes in the leadership of the local force and students on these programmes will often not have their learning recognised by other police services. Most importantly, those with responsibility for standards within police learning and education within, for example, the NPIA or Association of Chief Police Officers (ACPO) are too often unaware of what is being offered within these various programmes. A frustration for members of the HE Forum has been the constant need to challenge prejudices about the role HE performs in modernising and professionalising policing, for example in relation to matters of currency and diversity.

1.3 The submission concludes with recommendations, most importantly, that the learning required for all professional policing roles easily equates to a minimum standard of HE level 4. This conclusion is drawn from the experiences that have been gained over the previous 10 years and longer from engaging with police officers from various police services on academic programmes at HEIs across the UK. Police officers on these programmes have routinely demonstrated knowledge, skills and personal attributes normally associated with HE Level 4 learning in meeting the initial police learning requirements on such programmes. It is only fair that all police officers who can demonstrate that they have the appropriate knowledge, skills and personal attributes to be employed as police officers should have these qualities recognised formally and be rewarded accordingly. It is important, we believe, that the qualities required within policing are publically recognised and valued appropriately.

### **2.0 A brief introduction about the authors of this submission**

2.1 Dr Dominic Wood is the Chair of the Higher Education Forum for Learning and Development in Policing and the Head of Law and Criminal Justice Studies at Canterbury Christ Church University.

2.2 The Higher Education Forum for Learning and Development in Policing came into existence over a six month period from September 2008 and March 2009. The primary reason for its coming into being was to fill the gap within police training and education left by the absence of a professional voice for policing. It has sought to provide an academic perspective on the developments within police training, focusing on good practice and working towards establishing common benchmarks across the various academic policing programmes. The HE Forum, in consultation with the Quality Assurance Agency (QAA), is working towards establishing academic benchmarks for policing that are linked to, and underpin, professional practice. The Forum is working with contacts within the police services towards this end, in addition to representatives from NPIA and Skills for Justice (SfJ).

2.3 The Forum has always maintained excellent links with professional police at all ranks and sees the interplay between HEIs and police services as an essential component in the development of policing as an academic subject and endeavours to professionalise and modernise policing.

2.4 The HE Forum comprises academic representatives from over 20 UK HEIs, in addition to colleagues from international institutions involved in delivering police education, e.g. Charles Sturt University in Australia. Academics from the following HEIs have contributed towards, and signed up to, the views expressed within this submission:

Canterbury Christ Church University  
De Montfort University  
Liverpool John Moores University  
Oxford Brookes University  
Staffordshire University  
University of Central Lancashire  
University of Chester  
University of Cumbria  
University of Glamorgan  
University of Gloucestershire  
University of Northampton  
University of Teesside  
University of West London  
University of Wolverhampton

2.5 In addition to contributing to this submission, some of the HEIs listed above have also made submissions to the Home Affairs Select Committee with details of how their own institutions have contributed to the professionalisation of policing.

### **3.0 Factual information we would like the committee to be aware of**

3.1 There are currently numerous academic policing programmes run within UK HEIs. Some of these are offered as pre-service programmes to individuals wishing to join a police service; some are offered to new recruits into the police as part of the initial police learning and development programme (IPLDP); some are offered to serving police officers and police employees as in-service programmes, including programmes for senior officers. A number of police services are involved with these programmes to varying degrees, from full partnership engagement on programmes to general support and guidance in the running of programmes. Some of the programmes are primarily concerned with general matters of policing; others are related to specific areas of police work.

3.2 In providing these various programmes HEIs can offer the police service an excellent resource in the professionalisation and modernisation of policing. There is a buoyant market, in particular, for pre-service policing programmes within HEIs that require staffing. Over the past few years there has been a growth in the number of people employed by HEIs with the specific responsibility of designing, developing and delivering policing programmes from HE levels 4 to 8.

3.3 There is an incentive for HEIs to develop programmes that meet the needs and demands of police services, which in turn leads to innovative, creative and thoughtful approaches to curriculum design. These programmes form a contribution to the development of policing at no cost to the police. Also, there is much more scope for HEIs to be aspirational than there is for those currently responsible for developing the curriculum for police training.

3.4 A problem with the existing role played by the NPIA within police training, and one that the College of Policing will do well to avoid, is the extent to which constraints are imposed through the requirement to operate at the level of the lowest common denominator. It lacks the authority to set standards beyond a level that is acceptable by all 43 Home Office police services. Those chief officers that oppose HE level standards for policing thus have an overwhelming influence upon the decisions taken by the NPIA.

3.5 This has been evidenced within our interactions with the NPIA and SfJ. We have always found both organisations supportive of HE involvement in police training but this involvement is seen as 'additionality', above and beyond what is actually required. The problem with this approach is that it underestimates, in our view, what police officers need to know to remain safe and operationally effective in a dramatically shifting topography of risk in meeting the needs of the diverse populations served.

3.6 This approach was articulated by the then ACPO lead on Learning and Development, Wendy Walker, at a conference organised by the HE Forum in 2010, when she said that if a 38 year old plumber wished to join the police, the police should do all it can to make sure the plumber's wish was realised. The point was made against the idea of having what she perceived as onerous qualification requirements for joining the police. But if we reverse this scenario, and ask what happens when a 38 year old police officer wishes to become a plumber, we find that they are required to study and pass examinations before they can qualify as a plumber. It is important that those wishing to join the police, whether they are 18 year old school leavers or 38 year old plumbers, are able to demonstrate that they have the attributes required to be a police officer. We need to challenge the view that the only qualification required to be a police officer, is the desire to be a police officer.

3.7 The role of a police officer is so important within liberal democratic societies, and there are such dire consequences when policing is performed badly, that we must establish appropriate standards of professionalism for those wishing to become police officers. We believe that the learning required for all professional policing roles is easily equivalent to HE level 4 and above. Existing police officers who can demonstrate that they have the appropriate skills and knowledge meet this level of academic recognition.

3.8 An important role for the College of Policing will be in articulating the professional requirements for all policing roles. However, it is important that the College does not then also have responsibility for designing, developing or delivery training programmes that meet these professional requirements. This should be left to educational institutions and/or other providers who have the expertise and resources to do this, working in collaboration with professional police. The College of Policing should have a role in ensuring that programmes meet the standards it sets on a regular, on-going basis. There should be a requirement, for example, for providers of the programmes to demonstrate that they have the appropriate expertise and that they are keeping abreast of legislative changes, research into evidence based practice and normative debates about the role and purpose of policing within society.

3.9 The issue of currency is sometimes raised as a concern, particularly in relation to students on pre-service programmes. However, our experience has been that the issue of currency is not currently addressed adequately and there would be much more scope for students on pre-service programmes to be made aware of the need for professional police officers to regularly and routinely update and refresh their knowledge and understanding of legislation and policy initiatives.

3.10 Diversity is also raised as a concern from establishing HE levels of academic attainment for entry into policing. It is suggested that such qualifications would present artificial barriers and reduce the extent to which the police are representative of the population.

3.11 It should be noted against this argument that HEIs have generally been much better than police services at increasing the diversity of their respective recruits. The diversity argument tends to both ignore the failings of the police in diversifying its work force and also caricature HEIs as ivory towers. For example, Foundation Degrees in particular have had a positive impact on widening participation in higher education.

3.12 We have one example of a pre-service policing programme that has attracted an ethnically diverse group of students. However, at the end of the first year of the programme, when students are required to become special constables to continue on the programme, the diversity of the student cohort is significantly reduced because the recruitment processes into the special constabulary appear to be biased against those from ethnic minorities. In other words, it is the police that restrict the diversification, not academic requirements.

3.13 Likewise, a number of initial police training programmes linked to HEIs have demonstrated that typical recruits joining the police have been capable of meeting the learning requirements set at HE level 4 and above. In some instances, particularly in the early days of such programmes in 2004-2005, individuals had applied to join the police not knowing that they would be required to enrol at an HEI and complete an academic Certificate at HE level 4 or above. Nonetheless, they have easily

met the academic requirements; the small minority that have struggled with the assignments set by HEIs have also tended to underperform in the operational environment on area.

3.14 A final point to note on the issue of diversity is that the police have been particularly poor in finding ways of employing people with registered disabilities. The perceived attributes of being a good police officer are still far too rigidly set in terms of physical attributes. This might be an important aspect of many policing roles but it is not a necessity within all.

3.15 Much of what has been addressed in this submission so far pertains particularly to entry into policing. However, it is also important that the College of Policing considers ways of engaging with those already in service. Too often, the vast majority of police officers are ignored in discussions about policing and it is important that existing expertise and good practice within policing is captured, recognised and rewarded.

#### **4.0 Recommendations that we would like the committee to consider**

4.1 The College of Policing should have academic representation as part of its committee structures. This representation should cover both research, and learning & teaching aspects of the College's work. The HE Forum would welcome the opportunity to support and work in partnership with the College, in coordinating and managing the development of an evidence base or archive. This would enable the dissemination of demonstrable best practice in Learning and Development at all levels in addition to commissioning research to ensure that a knowledge base for innovation and excellence becomes the cornerstone of professionalism in policing.

4.2 The College of Policing should be aspirational and drive the standards that raise the professionalism of the police rather than simply meeting the lowest common denominator in terms of what is acceptable within the profession. We strongly encourage the College to establish HE level 4 as a minimum standard for all policing roles.

4.3 Beyond this, the College of Policing should work towards articulating the professional requirements for all policing roles in order to foster the creation of appropriate programmes of study that meet these different requirements. This should lead to modules and programmes of study being developed and offered to serving police officers wishing, for example, to be promoted to sergeant, inspector etc., but also to those wishing to specialise in particular policing roles. This process should lead to greater emphasis on the epistemic authority of police officers performing roles for which they are suitably qualified.

4.4 The College of Policing needs to find ways of encouraging innovation in the design, development and delivery of appropriate policing programmes. This will foster open and transparent mechanisms that allow for different providers to have their programmes scrutinised and will require the College of Policing to engage with professional bodies in complementary areas, such as the forensic sciences. There should also be a recognition of the need to establish policing standards that apply to organisations other than the Home Office police services.

4.5 Finally, the College of Policing should pay particular attention to ensuring that all current serving police officers are given the opportunity and support to have their existing skills and knowledge recognised and rewarded appropriately; likewise, they must be supported in developing their

professionalism further through the offering of College of Policing accredited in-service programmes delivered by HEI.

Higher Education Forum for Learning and Development in Policing

October 2012

## **Written evidence submitted by Victim Support [LSP 09]**

The following paper is Victim Support's response to the Home Affairs Committee request for input as part of the inquiry on the soon to be established College of Policing.

### **Executive summary**

While Victim Support does not feel it is appropriate or indeed best placed to answer all of the questions listed within the terms of reference, we believe it is important to respond where relevant as the national organisation speaking up for victims and witnesses in England and Wales.

Victim Support welcomes the creation of a professional policing body at a national level but in order to deliver its goals, it will need to obtain input from key agencies that regularly work alongside police forces as part of the wider Criminal Justice System. The Home Office have outlined that the College of Policing will achieve its objectives by strengthening the links between the police service and other organisations. Victim Support would welcome the opportunity to regularly provide input to the College of Policing in order to represent the views of victims of witnesses. This will help to ensure that all police forces in England and Wales deliver the standards of services that victims of witnesses expect from their local police service.

### **Terms of reference**

#### **1. How will the professional body interact with HMIC; the IPCC; ACPO; and other institutions in providing leadership and setting standards for police forces?**

- 1.1. It is important that as part of setting standards for police forces, organisations representing the needs of their key stakeholders (victims and witnesses being one of these), can contribute to outlining the importance of delivering consistent and high standards of service that they require.
- 1.2. To achieve this, Victim Support would welcome the opportunity to have a senior representative to sit on the College of Policing Board as one of the non-police representatives. This will help to ensure the College of Policing serves the public interest, and specifically to speak up on behalf of victims and witnesses.

- 1.3. Professional standards should include police force and police officer compliance with the Victims' Code of Practice (to be reviewed in early 2013). All police forces are currently required to (but are not made accountable for) provide victims with a minimum level of service, such as being provided with a case update every 28 days, the right to hear when a suspect is arrested, charged, bailed or sentenced. By making police forces more accountable to delivering a consistent service to victims through the Victims' Code, we can be confident that victims are being provided the standards of service they should expect to receive.
- 1.4. In addition to the Victims' Code, the soon to be appointed Police and Crime Commissioners (PCCs) will have a statutory duty to obtain the views of victims under the Police Reform and Social Responsibility Act. This offers up another opportunity to ensure that police services provide a high standard of service to victims and witnesses. Victim Support looks forward to working alongside PCCs to ensure this duty becomes a reality.

## **2. What role should the College of Policing have in recruitment and training?**

- 2.1. As part of their training, police officers (and where relevant, police staff) of all ranks should be fully briefed on the importance of keeping victims regularly informed about their case. Victims that are satisfied with the service they receive are more likely to report crime in the future, have more confidence in the CJS, thus encouraging more to attend court to give evidence and see more offenders brought to justice.
- 2.2. Victim Support would be open to assisting the College of Policing in officer training requirements specifically in relation to the professional standards that officers (and indeed staff) should be meeting when providing victims with information and other services. In addition, Victim Support staff could provide officers and staff with training to underline the importance and benefits of offering Victim Personal Statements to all victims of crime. Currently, not all victims are provided with the opportunity to provide a Victim Personal Statement to outline how a crime has personally affected them.

## **3. Should the professional body be responsible for civilian police employees?**



- 3.1. Yes, the professional body should also be responsible for civilian police employees.
- 3.2. If victims are to receive a consistent standard of service, this needs to be embraced by all officers and police staff, i.e. the entire police force. Initiatives such as the 'total victim care day' which was introduced by the Metropolitan Police earlier this year was an example of how important it is that civilian police employees are also fully up to speed in regards to the importance of delivering a high standard of service to victims. It is not only police officers, but on many occasions it is civilian police employees that are tasked with providing victims with the essential information they require.

Victim Support

October 2012

**Written evidence submitted by the  
Independent Police Complaints Commission [LSP 10]**

## **Summary**

Since it became operational in 2004, the IPCC's investigations, casework and research activity has provided an important source of information to help drive improvement in policing across England and Wales. The IPCC can point to a number of specific examples where, as a result of its work, systemic changes have been made either for one specific police force or for the service as a whole.

Where a need for a change in policy is identified, the IPCC makes recommendations to ACPO, NPIA or other relevant bodies and IPCC Commissioners also engage frequently with relevant organisational leads to ensure that learning from the Commission's work is taken forward. The Commission will continue to have an important role to play in this area both in identifying and recommending improvements to the police service and dealing with areas affecting public confidence in policing such as tackling corruption.

In order to maximise public confidence in the IPCC and to ensure that the Commission's recommendations are taken seriously, the IPCC is seeking a statutory framework in which its institutional recommendations require a formal published response by the responsible authority within a specific period of time. This will also provide a route for both the new College of Policing and the soon to be elected Police and Crime Commissioners to follow up on areas requiring improvement.

Given that the College of Policing is mandated with setting and upholding standards in policing, it will be important for it to build effective relationships with the IPCC, along with other members of the policing landscape, to ensure it is able to make maximum use of the intelligence and evidence that they produce. The IPCC looks forward to working with the College in the future.

## **The IPCC's role in improving standards in the police service**

1. As well as having investigative powers and an appellate function, the IPCC also has a responsibility for oversight of the police complaints system as a whole. The IPCC carries out this role alongside key stakeholders and in relation to its priority areas<sup>1</sup> to ensure that improvements are delivered across the system. In relation to the complaints system as such, the IPCC issues statutory guidance to police forces on how they should handle complaints and referrals under the Police Reform Act. A revised version of this guidance, taking account of continued learning as well as new legislation, is currently out for consultation and will be issued in November 2012. It stresses that complaints should be approached as

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<sup>1</sup> The IPCC's current priority areas are deaths and serious injury: in police custody, as a result of police use of firearms and less lethal weapons, as a result of gender abuse and domestic violence where it is alleged that the police have failed to protect the victim, and following road traffic incidents where it is alleged the police have caused or failed to prevent. The other priority areas are serious police corruption, police use of stop and search powers and other issues affecting young person's confidence in the police and policing of protests and public order incidents.

an important source of feedback from those in contact with the police, which can be used to influence and monitor standards of policing.

2. Through the course of its work, the IPCC has been able to identify opportunities to improve policy and practice within individual police forces or across the service as a whole. These opportunities have arisen from individual investigations where specific learning recommendations were made, through the assessment of appeals or as the result of a more in-depth research study in which specific areas of police practice, known to have impacted on public confidence, have been considered. In addition, the IPCC is responsible for the publication of quarterly and annual performance data/statistics on complaints recorded against the police, how they have been handled and subsequent appeals to the IPCC. The annual reports detail national and force level data and identify trends providing police forces with key information which they are encouraged to use as part of their continual assessment of their own policy and practice.
3. As well as making recommendations directed at specific forces or the police service as a whole, the IPCC also shares and disseminates learning through its Learning the Lessons Bulletins. These are produced by a multi-agency group, led by the IPCC, and contain a series of easy to read case studies to encourage policy makers, managers, officers and staff to consider a series of questions and think about how they could prevent a recurrence of similar incidents.
4. Some specific examples of where the IPCC has identified and made improvements to policing are provided below:

#### *Code of practice on the management of police pursuits*

5. In 2007, the IPCC conducted a detailed research analysis into police road traffic incidents involving serious and fatal injuries. This piece of work identified shortcomings in police practice around police pursuits and the Commission worked closely with ACPO and road safety groups to improve national policy in this area. One of the specific recommendations in the report was that ACPO guidance on the management of police pursuits should be made subject of a statutory code. Although the process of codification commenced, it stalled in 2010 with the formation of a new government. The IPCC continued to pursue the matter with relevant national stakeholders and the Minister for Policing. The Minister recognised the value of this work and in May 2011, the Code of Practice on the Management of Police Pursuits was presented to Parliament requiring pursuits to be conducted to exacting standards set by ACPO, ensuring maximum safety for members of the public and police officers.

#### *Deaths in police custody*

6. Figures from the IPCC's predecessor body, the Police Complaints Authority, indicate that in the year's prior to the establishment of the IPCC, deaths in police custody remained constant at 30-34 each year. There has been a downward trend in the number of deaths annually since then with 15 being recorded in 2011/12. The IPCC has conducted rigorous and transparent investigations following many of these deaths, which have resulted both in individuals being

held to account where necessary and in the IPCC making recommendations in relation to training, equipment and facilities.

7. Recently, the IPCC has helped shape new national guidance on the safer detention and handling of detainees. The Commission worked with ACPO and the NPIA on the second edition of the ACPO Guidance on the Safer Detention and Handling of Persons in Police Custody, which was released in March 2012. The guidance focuses on practical issues within custody and aims to provide a definitive guide to police forces on strategic and operational policies to raise standards of care within custody. The IPCC made a number of recommendations on best practice as a result of learning arising from its work which have been reflected in the new guidance. One key change relates to the handling of detainees who are intoxicated. A new definition of “drunk and incapable” has been included, meaning someone who is unable to walk or stand unaided, or is unaware of their actions or unable to fully understand what is said to them. If a person is found to be drunk and incapable then they should be treated as being in need of medical assistance at hospital and an ambulance should be called. The revised document also gives further guidance on a range of other areas including risk assessments, handover procedures and dealing with detainees with diabetes.

#### *Mental health and police custody*

8. In 2008 the IPCC published a research report which examined the extent and use of police stations as “places of safety” under section 136 of the Mental Health Act 1983. This followed concerns raised by the Commission about the number of people with mental health problems who died in police custody. The study sought to identify good practice and made a series of recommendations for the police, health, social care and other relevant bodies, to seek to minimise the use of police custody as a place of safety.
9. This was the first time national statistics on this subject had been produced and they were used to inform national policy including the report by Lord Bradley into mental health and offending. They formed part of the resulting recommendations to reduce the practice of using custody suites as places of safety. In addition the report was used to encourage local healthcare providers to create alternative places of safety for people with a mental illness coming into contact with police custody. The Home Secretary recently confirmed that she had secured the Health Secretary's commitment to divert more mentally ill offenders away from the criminal justice system, including introducing mental health liaison and diversion services at every police station that needs them. These measures as well as an NHS commissioned pilot to deliver a police custody health service are in tune with the recommendations made by the IPCC in 2008.

#### *Gender violence*

10. The IPCC has conducted a number of investigations following fatal incidents of domestic violence where it is alleged that the police have failed to protect the

victim. A number of recommendations and areas of learning have been identified and disseminated throughout the police service. These included a recommendation to all forces that they conduct domestic homicide reviews following a domestic murder, a recommendation to the Home Office that it consider changes to legislation to ensure that offenders who return to the UK having served a life sentence in another country are subject to a life licence here and a recommendation to ACPO that it make amendments to the national call handling standards.

11. Similarly, the IPCC has recently produced a report, jointly with ACPO, on the abuse of police powers for purposes of sexual exploitation. This arose from a number of cases dealt with both by the IPCC and individual police forces. The report contains recommendations designed to prevent, detect and monitor such behaviour and to learn lessons from individual cases of abuse.

### *Police corruption*

12. In July 2011 and in the wake of concerns around phone hacking, the Home Secretary requested a report on the IPCC's experience of corruption in the police service in England and Wales. The IPCC submitted its initial report at the end of August 2011 with a final, more detailed report submitted in April 2012.
13. The report illustrated the kind of behaviour that undermines public confidence in the police such as abuse of authority, perverting the course of justice, and accepting generous hospitality. A number of recommendations for change were identified, which included the need for Chief Constables to ensure more consistency in their recording and referral of corruption cases to the IPCC, the need for clearer public information about what constitutes police corruption and the need for a more effective national system for handling allegations of corruption against very senior officers. The IPCC is working with ACPO and others to ensure these actions are taken forward.

### **A statutory framework for IPCC recommendations**

14. The examples above show that throughout its work, the IPCC regularly identifies institutional failings in police forces about which recommendations for change are made. There is currently no regulatory framework or mechanism to ensure such recommendations are properly followed up or enforced and this has understandably caused concern from a number of bodies.
15. A statutory framework in which IPCC institutional recommendations require a formal published response by the responsible authority within a specific period of time would help reinforce public confidence in the work of the IPCC and the police more generally. It would also provide a route for both the College of Policing and the new Police and Crime Commissioners to follow up on areas requiring improvement.

### **Working with the new College of Policing**

16. As evidenced above, the IPCC currently works closely with ACPO, NPIA and other policing bodies to ensure that changes are made to policing policy and practice as a result of IPCC learning and recommendations. The Commission will continue to have an important role to play in this area both in identifying and recommending improvements to the police service and dealing with areas affecting public confidence such as tackling police corruption, particularly where this results in investigations into very senior police officers.
17. Currently the NPIA plays an important role in disseminating learning both as part of the Learning the Lessons multi-agency group (see paragraph 3) and through its projects such as the Police Online Knowledge Area (POLKA), a vital tool to help improve collaboration and information sharing across the police service.
18. Given that the new College of Policing is mandated with setting and upholding standards in policing, it will be important for it to build effective relationships with the IPCC, alongside other relevant organisations, to ensure it is able to make maximum use of the intelligence and evidence that the Commission produces. The IPCC looks forward to working with the College and hopes that it will be able to build upon the success of past initiatives by ensuring that new and improved ways of learning are identified and taken forward for the benefit of the police service and public as a whole.

### **Further information on the IPCC**

19. The IPCC was established by the Police Reform Act 2002 (PRA) and became operational in April 2004. Its primary statutory function is to secure and maintain public confidence in the police complaints system in England and Wales. It acts as an appeal body for some locally handled complaints and issues statutory guidance on complaints handling to police forces. It undertakes independent investigations into the most serious injuries and other human rights breaches; and has the power to manage or supervise police investigations. Its statutory role also involves an obligation to measure, monitor and where necessary, seek to improve the current system. The IPCC is independent and makes its decisions independently of the police, Government and interest groups.
20. The IPCC was created following both public and political concerns about the lack of an independent system to deal with complaints and conduct matters within the police service. Since 2004, the organisation's remit has been extended to include serious complaints and conduct matters relating to staff at the Serious Organised Crime Agency (SOCA), Her Majesty's Revenue and Customs (HMRC) and the UK Border Agency (UKBA).
21. The Police Reform and Social Responsibility Act 2011 has extended the IPCC's remit further. Since January 2012, the IPCC has been responsible for deciding whether any criminal allegations relating to the occupant of the Mayor's Office for Policing and Crime (MOPC) or his Deputy should be investigated. The IPCC will have a similar remit over Police and Crime Commissioners and their deputies following their election in November.

22. The IPCC is run by a Chair, Deputy Chair and ten Commissioners. Together they make up the Commission. Commissioners (other than the two non-executive Commissioners and the Chair) have an operational role and also have responsibility for oversight of the organisation as a whole. Commissioners are appointed by the Home Secretary and by law they must never have served as a police officer. The Commission is supported by a Chief Executive, a small management team and a staff of about 370. In 2011/12, the IPCC received an annual budget of £34.3m.

Independent Police Complaints Commission  
October 2012

## **Written evidence submitted by Skills for Justice [LSP 11]**

Skills for Justice is the licensed Sector Skills Council for a growing footprint including Justice, Safer Communities and Legal Services. We work with key stakeholders to identify the skills priorities and needs of the Sector and support the development of workforce skills and operational competence. We have a long-standing relationship with the UK Police Service and have worked with them to improve workforce management and performance. We believe that this means we are well-placed to assist the Home Affairs Committee in this Inquiry. In terms of our response, we do not intend to answer each question in turn. We will attempt to address the core issues raised in the terms of reference and provide additional comment where appropriate to our remit.

It is evident that the Police Service is facing a tough challenge; managing unprecedented reductions in funding whilst delivering a high quality, effective service that commands the confidence and respect of the public. This can only be achieved if the workforce is sufficiently skilled and professional and therefore we support the overarching ambition of the new College of Policing. Consequently, we welcome this inquiry and fully endorse the emphasis placed on leadership and standards. Nevertheless, in order to achieve these ambitions within the financial restraints being experienced by forces in England and Wales, we urge government to exercise caution against any measures that will see the Service incurring unnecessary, additional costs through the establishment and maintenance of The College.

Whatever powers, responsibilities and resources are given to the College of Policing, we would advocate building on the work that has taken place to develop existing models, frameworks, process and tools and to make best use of them in achieving the reforms required through best value solutions. For example, systems of accreditation already exist, as do national standards. There is a very comprehensive suite of National Occupational Standards (NOS) that describe the skills, knowledge and competence required of every Police Officer in any rank or role within the Police Service of England and Wales. These standards are already widely used in recruitment, selection, promotion and learning and development across the Police Service and are highly valued. Skills for Justice would advocate that these existing systems are utilised by The College to achieve its challenging agenda rather than new systems be created as this would enable The College to achieve its ambitions more quickly and at a significantly reduced cost thus increasing the impact The College can have on the Service.

There already exists a systemised system of professional standards in place within the Police Service in the form of the Policing Professional Framework (PPF) (see Annex 1) which includes the Behaviours and National Occupational Standards (NOS) that Police Officers should display in carrying out their functions. Skills for Justice is responsible for working with police and law enforcement agencies to develop and maintain the National Occupational Standards (NOS). As highlighted earlier in this submission NOS and the PPF are used extensively across Police HR systems, examples include the Search recruitment process for new Police Officers; the Policing Diploma that all officers need to complete upon joining the Service; the national promotion processes for Sergeant and Inspector and the Police National Assessment Centre for the most Senior Officers.

Skills for Justice have been integral in designing and developing the PPF which is used by the majority of police services in England and Wales and underpins key national training recruitment and professional accreditation processes. Through our work in collaboration with the forces we have created a cost effective system that assists in recruiting, retaining and developing all staff and is contained within one simple structure. It provides a comprehensive framework of attitudes, behaviours, knowledge, understanding and skill that can be applied to all police roles providing clarity of the professional and occupational competence required for the delivery of an effective



police service.

The PPF was launched in December 2010 and has already reduced bureaucracy<sup>1</sup> associated with HR processes by 70% resulting in savings of up to £150k per force<sup>2</sup>, and is developed and maintained by Skills for Justice. The PPF and NOS are the fundamental basis of the Professionalising Investigation Programme (PIP) a programme which is cited as an example of what can be achieved through the effective implementation of NOS in both the Neyroud and Winsor reviews. The return on investment across the Service through solutions such as the PPF is significant given the modest investment they require against the wide reaching application and national benefit accrued.

In addition the framework provides the basis for the development of overarching professional arrangements for Policing including a set of common and consistent qualifications, accreditation and recognition. We fully support the need for accreditation in the service and the appropriate use of licence to practise schemes. However, we believe that the Service already has the resources and tools to address these issues without the need to resort to investment in replacement models or radically different approaches. The PPF and NOS already provides a framework that the Service uses, and can increase use of, to accredit learning and performance across all roles and ranks. The qualifications developed from the PPF would effectively utilise the Qualification and Credit Framework (QCF) accrediting the skills and knowledge an officer or member of staff requires to be competent in the workplace.

The additional benefit of the QCF is that it could provide the Service with a licence to practise scheme at no additional cost to achieving the qualification. We have previously scoped and made recommendations regarding the setting up of such a scheme, effectively building on the elements already in place. This would facilitate Winsor recommendations on 'expertise' payments, an option we have been asked to scope and explore with the Service. Furthermore, the existence and increasing use of the PPF by the Service, with the wide recognition and use of the existing NOS, provides the essential core standards which could be used to enable the progressing of many of the Winsor recommendations more immediately than waiting for the development of alternate standards or frameworks by the new College of Policing. Therefore we would suggest that the College plan and continue on this path and would welcome the opportunity to work with the College to further develop and build on this approach.

Because the PPF is mapped to NOS the system can be easily integrated and is familiar, supporting efficient uptake. The early success of the PPF demonstrates the importance of building upon current good practice and where possible adapting and improving existing models that are fit for purpose. The College provides an opportunity to build on, and further develop the things that are working well; it will take far longer to embed something completely alien to the current day to day practice of the Police Service. If this opportunity is missed in favour of starting from scratch, it will be costly and time-consuming. We are now working with the Scottish Police Service and precursor agencies for the National Crime Agency (NCA) to create their own aligned competence frameworks, using the same common standards contained in the PPF. This will significantly facilitate greater interoperability and consistent standards of professional competence across much of UK Policing and Law enforcement. This work builds upon the PPF blueprint and provides a key element for Scotland and the NCA to deliver their own reform and workforce development programmes over the next 5-10 years. A move away from the PPF in England and Wales would represent a potentially lost opportunity to achieve a significant alignment and adoption of common and consistent standards of operational and professional competence across UK Policing and wider Law Enforcement.

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<sup>1</sup> Home Secretary's speech on police reform 09 May 2011

<sup>2</sup> ACPO Cabinet Paper 30 September 2010 ICF Review Proposals

## **Standards**

The Terms of reference indicates that the new College of Policing could be responsible for setting and upholding standards and we would greatly appreciate clarification on this. We believe that the service should set and maintain standards for itself, supported by us as the government's licensed standards setting body for the sector. We are already custodians of the comprehensive suite of National Occupational Standards that cover Policing and related roles, ensuring they are up to date and of continuing relevance. Creating a whole new set of professional standards, and designing a whole new suite of related qualifications, would effectively be undoing the work and investment of the last decade in the NOS and related qualifications. Common standards of knowledge and skills are important for increasing professionalism and operable effectiveness. This is particularly important in a climate of increased competition. NOS are accessible to everyone and this means that a number of competing organisations across the public, private and voluntary sector are able to operate independently whilst being guided by common, appropriate standards ensuring high-quality service provision.

There is potentially an opportunity for The College to develop full and overarching 'professional standards' for the Service based upon a combination of the Approved Professional Practice (APP); guidance and recognised best practice in the undertaking of operational activity, and the developing national curriculum for Policing, which is based on NOS and APP.

## **Qualifications**

We note that the terms of reference do not include any reference to qualifications. Skills for Justice have facilitated and provided the technical and specialist support in the development and establishment of the current approach to initial recruit training and its supporting qualification. We have also been involved in the pre-entry/pre-join arrangements, including the facilitation of the relationship and engagement with Further and Higher education, and the development of potential supporting qualifications. NOS is currently used to assist with developing qualifications that accredit police training and skills development, which leads to greater professionalisation of the police force. In addition, the PPF defines the skills, knowledge and understanding required of each role and this can form the basis of accreditation. Any future system for development should follow this successful model.

The terms of reference asks 'what lessons can be learnt from other professional bodies within the UK and from police professional bodies in other countries?' We welcome an approach that identifies and emulates good practice and we would hope that this includes learning from the current uniformed Services in England and Wales as well as exploring a wider field of professional bodies. We do recognise that there are areas for improvement, particularly in terms of effective rates of response to a rapidly changing environment that is constantly presenting the Service with new challenges. We would suggest that the current programme of reform learns from instances of good practice whilst assessing why some of the less successful initiatives have not been as effective as intended.

## **Recruitment**

Recruitment in the police force is worthy of review. The PPF has gone a long way to improving and streamlining the recruitment process but there are a number of external factors that cause problems for the police. We believe that our police forces should be representative of the diverse communities that they serve. The current recruitment freeze is stifling opportunities to realise this vision. Recruitment through the college may well help to further streamline the process, however, it is clear and sustainable career pathways with consistent and long-term routes that will enable the

police to improve the make-up of the force.

We would support moves to further enhance the professional profile of the police service, not least because this may open up new markets of recruitment and alter the makeup of senior leadership within the service over time. We would also recommend a review of the current entry routes into the police service, with clear succession planning to ensure that there are sufficient leaders of the future in place in the workforce today.

There are already the systems and tools in place to ensure that all officers and staff have an appropriate skills ladder up which to climb. The PPF clearly articulates all of the skills required for each rank and role and also the associated accredited qualifications. All members of a police force are able to view the PPF and identify how they may be able to progress their career. Skills for Justice would suggest that further work needs to be undertaken to make sure that officers and staff have access to appropriate learning and development to develop these skills. We foresee a role for both Skills for Justice and the new College of Policing to work together to assist the police service in this regard.

## **Training**

We would also like to comment on the current leadership development models within the police service. The current promotions system is based on the OSPRE model whereby promotion is possible once technical competence has been achieved, rather than assessing aptitude for leadership and individual's ability to manage the challenges facing the service. However potential for Leadership is now assessed using the behavioural standards and the Policing Personal Qualities which are a fundamental element of the PPF. We believe that setting up the new college provides a real opportunity to radically rethink how leadership is tackled in the police service with reference to this recent progress.

The PPF has identified the competencies required of managers at all levels and would provide the basis of a curriculum for any prospective or new manager. However, to be effective a new manager needs an opportunity to apply and demonstrate their skills in the workplace with appropriate support and we would therefore recommend a competence based approach to learning that combines the theoretical with the practical with the support of a tutor closely linked to the workplace.

## **Quality**

Quality is a concern for us. We believe that all police leadership and training should be subject to a sector recognised and endorsed quality assurance model, and that all learning and development needs should be linked to the PPF as part of business ambition.

Through the National Occupational Standards, qualifications frameworks and systems such as the PPF we believe that the tools and frameworks are effectively in place, that could continue the move to a modern, flexible, professional Service based on competence and the measurement of performance over time. The appropriate national context and frameworks allow for consistency in delivery and local diversification. Appropriate quality assurance can be built from the cost effective models that are already in place and we would welcome the opportunity to support the college in achieving the outcomes required.

## **How should The College be funded?**

Reduced funding means that there is an increased need for services to collaborate - with each other,

government departments and local agencies. Any contributions from individual forces to the new college should take into account the current spend on the responsibilities that will be transferred and aim to reduce these costs through the pooling of resources and subsequent economies of scale. However, there are also opportunities to reduce costs through long-term workforce development planning which can realise significant savings and assists in building on the existing strengths of the service.

Once the responses to this consultation have been collated and considered we would strongly recommend that one priority should be to clearly articulate the benefits of the college to individual police forces. Whilst we support the ambition to further professionalise and develop the Service, large-scale change is always fraught with concerns and appeasing these, through open and honest communication and realistic aims and objectives can be very useful in securing buy-in. This is particularly true when forces are highly likely to be contributing to the funding of the college. Skills for Justice would welcome further discussions with the Committee about the Policing College. The establishment of the college is a major undertaking and we would like to provide as much support as possible. We have explained here a number of areas that we feel we can assist with and we are keen to work with the college in the future to ensure it successfully achieves its aims. We are pleased to be given this opportunity to feed into the consultation and we look forward to further dialogue as plans develop.

Skills for Justice  
October 2012

**Written evidence submitted by the  
Police Superintendents' Association of England and Wales [LSP 12]**

**1. Executive Summary**

- 1.1. The Police Superintendents' Association of England and Wales (PSAEW) welcomes the Home Affairs Select Committee's inquiry into Leadership and Standards in the Police Service at a time when the Service is undergoing an unprecedented period and pace of reform.
- 1.2. Policing in the United Kingdom already has an enviably high worldwide reputation. Our policing is regarded as ethical, professional and overwhelmingly free of corruption. The principles of protecting the public, tackling crime and serving local communities must remain paramount, and whatever the consequences of the current reform programme, we all have a responsibility to ensure that our Police Service remains, as the Prime Minister has said '...the finest force in the world.'
- 1.3. We do recognise, however, that improvements can be made and believe that effective leadership of the police service *at all levels* will be critical to maintaining, and hopefully continuing to improve the standard of policing in this country. This will become more important over coming years as the service faces fewer resources reduce and potentially increasing demand.
- 1.4. The Association strongly supports the development of a College of Policing that will encompass the whole of the service and ensure that all future developments in relation to leadership and standards in the service are undertaken in the public interest.
- 1.5. There are some key issues that the College will need to consider and agree before significant progress can be made. This will include a clear understanding of the type of leadership that the police service will require in the new policing landscape, and the environment that will enable such leadership to flourish in order that everyone involved in policing has the opportunity to maximise their potential in order to provide the best possible service to the public.
- 1.6. This written submission focuses on the areas which the PSAEW feels are most pertinent to our role and which can be expanded upon during oral evidence if required.

**2. What powers, responsibilities and resources should be given to the College of Policing?**

- 2.1. In the PSAEW response to the consultation on the Review of Police Leadership and Training in June 2011, we agreed with the principle of a new body for policing responsible for setting standards and overseeing the development and commissioning of training, with the purpose of seeking to further professionalise the Police Service.
- 2.2. Consequently the Association supports the introduction of a College of Policing and agrees with the proposed objectives of the College. We are currently in consultation with the Home Office regarding the potential powers that the College should have and believe that the powers given to the College should directly support the delivery of its objectives.
- 2.3. The Association sees the setting of national standards for policing as a key responsibility of the College. These standards should include entry standards for recruitment into the service, standards for promotion (at all ranks) and standards for training and development.
- 2.4. The College's responsibilities should also include developing national policing policy, such as that currently undertaken by the ACPO business areas and NPJA, including the development of operational standards leading to Authorised Professional Practice. This work should be led by the most appropriate individuals, irrespective of rank, with greater involvement of both the federated and superintending ranks and police staff.

- 2.5. As part of the development of policy and standards the College should also play a key role in identifying what works on policing and sharing good practice. Associated with this is the need to develop strong links between the College and higher and further educational institutions that may be in a position to support the development of a more evidence-based approach in policing.
- 2.6. Consideration should also be given as to whether the College should oversee a national talent management process for the service.
- 2.7. The Association strongly believes that there is role for the College in relation to equality and diversity issues – not only in developing policy or standards, but also an oversight role to ensure that the service continues to work towards becoming more representative of the communities we serve, and that our operational practices are effectively monitored to ensure that they instill confidence in those communities.
- 2.8. Finally the College should have a responsibility to develop, and where appropriate to deliver or otherwise commission leadership and development training for the Service.
- 2.9. The Association agrees that the College of Policing should not have the power to ‘licence’ officers to use their general warranted powers or to exercise control over conduct matters relating to police officers. In view of this it is our view that the College of Policing is different to most other professional bodies which do have these powers, and so should not be described as a ‘professional body’ in its truest sense. We have received assurances that the College is not intended to replace staff associations and so the role of the PSAEW should not be altered as a consequence of the introduction of the College. We do, however, wish to play a key role in the development and governance of the College.

### **3. What role should the College of Policing have in recruitment and training?**

- 3.1. The College of Policing, through the Board of Governors, should be the body that identifies and sets appropriate standards in relation to recruitment into the Police Service. The Association believes that it is time to review the current processes to ensure that the service is attracting the best possible recruits to carry out policing for the next 30-40 years. If there is a desire to have a mandatory pre-entry qualification prior to recruitment, then there must be sufficient safeguards in place to ensure that this doesn’t exclude individuals who, for a variety of reasons, find difficulty in obtaining this qualification. This would include a variety of ways of accessing the qualification and financial support, for example by the provision of bursaries.
- 3.2. We also feel strongly that the College of Policing should have a role in setting national standards in relation to promotion examinations and qualifications. Whilst acknowledging the need for some flexibility for local Chief Constables in final promotion selection, the Association would like to see standard national qualifications to achieve all ranks in the service, not just Sergeant, Inspector and Assistant Chief Constable. Such qualifications should be linked to an appropriate training and development framework, and officers of every rank should understand that they have a personal responsibility to engage in personal development throughout their career, with appropriate support from the service. Furthermore we need to be clear that ‘training and development’ is far broader than classroom based study and can consist of a variety of learning and development methods.
- 3.3. There are certain aspects of police training that the Association believes should continue to be delivered from within the service, particularly where there is a need for a national approach (for interoperability purposes), for cost effectiveness and in the case of some specialist operational training.
- 3.4. We recognise, however, that there are numerous public and private sector institutions that already offer training to police officers, and these are likely to increase in the future. In view of this, one of the important roles for the College of Policing will be to oversee this market and to

provide accreditation and quality assurance to ensure that the appropriate standards of training are being met, and continue to be met.

#### **4. What role should the College of Policing have in recruiting non-police officers into senior roles within the police service?**

- 4.1. The PSAEW does not support the principle of direct entry to the rank of Superintendent, however we acknowledge that this was one of the recommendations in the final report of Tom Winsor and we will be contributing to the forthcoming Home Office consultation on this issue.
- 4.2. If the outcome of the consultation is that non-police officers will be recruited as Superintendents, then the College should play a major role and should be responsible for setting the recruitment criteria and developing an appropriate training package in consultation with PSAEW and other key stakeholders. We would expect any such recruitment and training process to be fully costed and impact assessed prior to implementation.

#### **5. Are police recruitment processes fair and open and how could they be improved?**

- 5.1 The Association is not aware of any particular concerns about the fairness or openness of the SEARCH assessment process for recruits, however we have some concerns about the mixed picture that is developing in relation to entry routes into the service.
- 5.2 Due to the fact that there are very few forces recruiting at the present time, and those that are tend to be recruiting small numbers, there appears to be a development of restricted approaches to recruitment. Some forces, for example are restricting recruitment to those who are already employed by the force either as police staff, PCSOs or are Special Constables. Whilst we acknowledge that this enables forces to manage their recruitment processes better, it does potentially exclude good candidates who for a variety of reasons may not already work for the force or have the ability at that time to become a Special Constable.

5.3. The view of the Association is that restrictive routes such as these are acceptable as long as they are offered alongside other routes which enable people in different circumstances to apply to join the service. There is a similar argument with the pre-entry qualification as discussed above.

#### **6. How should the College of Policing be funded?**

- 6.1. The funding arrangements for the College of Policing are currently uncertain and lacking in clarity. The College Board will need to develop an appropriate commercial strategy which will identify potential future sources of income which could include charging forces and others for the provision of goods and services and a quality assurance regime as part of the accreditation process for universities and colleges.
- 6.2. The College will also contribute to national security by undertaking responsibilities previously undertaken by the National Policing Improvement Agency and therefore we believe that a level of grant in aid funding should be available for this purpose.
- 6.3. At the present time the PSAEW does not support the requirement for officers and staff to pay membership fees for the College of Policing due to the fact that, as discussed above, it is our view that the College is not a professional body in its truest sense and thus there is no clarity about what member benefits might be. There is a risk that if this option were to be undertaken, then there would be a perception that the income from membership fees for the College were being used to close the significant funding gap that is facing the NPIA and ACPO and this is clearly not acceptable to the police workforce.

#### **7. Conclusion**

- 7.1. It is the view of the PSAEW that the leadership and standards of the police service will benefit from the introduction of a College of Policing. The College presents the opportunity to enhance

the professionalism of the service and to radically change the service's approach to key issues such as recruitment and selection.

- 7.2. We have by common consent a police service admired and respected internationally and some of the most accessible and internationally renowned universities. The creation of a College of Policing provides us with a one-off opportunity to combine these two world class institutions together. It will also progress the development and implementation of policing policy and tactics to a situation where it is based on evidence of what works rather than opinion and ideology.
- 7.3. These opportunities will need to be supported by a level of cultural change within the service and it is the current and future leaders of the service who will be able to translate these opportunities into reality.

The Police Superintendents' Association of England and Wales  
October 2012



## **Executive Summary**

The Forensic Science Society as a professional body representing forensic scientists and associated specialties within the Justice system. It takes the view that utmost clarity is required when proposing a professional body for policing. The fundamentals of what it is to be a professional body provide a template and the landscape as a whole must be clearly scoped to avoid tensions and confusion.

### **1. Introduction**

The Forensic Science Society (FSSoc) was founded in 1959 as a Learned Society to provide a forum for communication and collaboration in the developing field of forensic science both at home and overseas. Its membership encompasses the USA, Canada, the Caribbean, Far East, Middle East, Africa, and many countries across Europe as well as the UK and the Republic of Ireland. It is multi-disciplinary covering police, firearms officers, scenes of crime officers, fire investigators, document examiners, forensic scientists, digital forensic examiners and many specialties within forensic science.

In 2004 The Forensic Science Society became a professional body and now has several distinct categories of membership including Student, Associate, Affiliate, Member, Fellow and Accredited Forensic Practitioner.

The aim of the Society is to promote quality standards, support members' continuing professional development and further research and development within forensic science. There is a Code of Conduct to which members must adhere and disciplinary procedures to underpin it. Our overall objective is to support the Justice system and our members and to benefit the Public interest. We do not receive government grants but rely upon member subscriptions and sponsors to supplement income from our educational activities.

### **2. Terms of Reference—Bullet point 2:**

**What lessons can be learnt from other professional bodies within the UK and from police professional bodies in other countries?**

Within the UK there are a variety of professional bodies, some regulatory and others not. There is a need for absolute clarity on the framework within which the proposed new College of Policing is to sit. For example, is the new body to examine trainees and decide upon their eligibility to become members? Or is it to admit those qualified through other means to enrol as members? Alternatively, are all police officers to become part of the new body by virtue of the fact that they are police officers?

Most professional bodies have a membership structure (and associated criteria) to allow for use of the terms Associate, Affiliate, Member and Fellow to describe levels of distinction. Will this be true for the new College?

In raising these questions we posit that the information hitherto gleaned in connection with the new College of Policing suggests some blurring of boundaries between usual expectations of what a professional body is and that proposed.

A professional body, by definition, represents a particular profession. Is there a need to unravel the issues/threads involved in *professionalising* the police in order to proceed with clarity of purpose?

**3. Terms of Reference—Bullet point 3:**

**Is it possible for one institution to balance responsibilities for: representing police services; setting and upholding standards; testing and rewarding; training; and guarding public interests?**

Most professional bodies have to deal with the inherent tension of supporting their members while at the same time, safeguarding the public interest. This is a difficult task at the best of times, however, in the current climate when public confidence in policing is not what one would wish it to be, it might be worthwhile considering various options. For example, the Royal College of Surgeons carries forward certain functions while the General Medical Council deals with other issues. Independence is key in critical domains.

**4. Terms of Reference—Bullet point 4:**

**Would it be preferable to create two separate institutions to provide delivery functions and professional representation?**

Members of a professional body are involved in delivery functions. However, the professional body is not usually directly responsible for these delivery functions which are carried out by members for their employers. Some of our members work for private forensic providers and deliver forensic services to the customers of those private facilities. The professional body is not directly responsible for these services.

We would suggest that following the usual model of a professional body as promoting quality standards and representing the profession would invoke clarity.

**5. Terms of Reference—Bullet point 5:**

**How will the professional body interact with HMIC; the IPCC; ACPO; and other institutions in providing leadership and setting standards for police forces?**

The *modus operandi* is normally that professional bodies engage with governments and institutions to offer advice and support. However, a professional body reserves the right to voice opposition to policies which it believes might be detrimental to the profession. In light of these points we could foresee various tensions arising unless clarity of direction involving all interested parties is vigorously pursued. Scoping of the whole landscape is crucial.

**6. Terms of Reference—Bullet point 6:**

**What role should the College of Policing have in recruitment and training?**

This completely depends on the issue of whether the new College is a professional body or not. Strategic oversight of policing numbers and rank for any country, in our view, would not normally be the remit of a professional body. However, a professional body may encourage its members to aim for higher levels of distinction and will encourage new members to join. It will be a voice for the profession to encourage uptake to that profession and in that sense could impact recruitment and subsequently training. Professional bodies often have a qualifications framework and strategic partnerships to support this framework through training.

**7. Terms of Reference—Bullet point 7:**

**What role could the College have in recruiting non-police officers to senior roles within the police service?**

A professional body with various categories of membership including that of Affiliate could conceivably provide a pool of potential recruits as well as providing highly experienced personnel to sit on recruitment/selection panels. However, does this question stem from a blurring of the boundaries between what a professional body *could* do and what another body *should* do?

**8. Terms of Reference—Bullet point 11:**

**Should the professional body be responsible for civilian police employees?**

We take issue with the term ‘responsible for’. A professional body for policing could represent civilian police employees through its membership structure. Such employees could be considered to form part of or at least to assist the profession and would therefore be entitled to have membership of the professional body.

**9. Terms of Reference—Bullet point 12:**

**How should the professional body be funded?**

The usual model of funding for professional bodies is through membership subscriptions, legacies, trusts, individual donations and sponsorships. Our view of professional bodies is that these are often (usually) charitable and not government funded.

The Forensic Science Society  
October 2012

## **Written evidence submitted by the Police Federation of England and Wales [LSP 14]**

### **Introduction**

Since 1990 the Police Federation of England and Wales (PFEW) has been calling for a wholesale and fundamental review of policing as a consequence of the piecemeal and disparate approaches to reform that have characterised the recent past, invariably creating more problems than they solved. The fact that Lord Hutton's review of public sector pensions, Tom Winsor's reviews of police pay and conditions and Peter Neyroud's review of leadership and training in the police service all reported within a relatively short period of time is indicative of this piecemeal, disjointed and reactionary approach. The comprehensive spending review and cuts in the region of 20% to policing have further exacerbated the situation.

In December 2011, the Home Secretary announced plans to establish a police professional body to further professionalise policing, which will be known as the College of Policing (CoP), has added to the uncertainty in the minds of police officers. It should not be overlooked that the support of the 135,000 police officers of federated ranks would be vital for the success of the Home Secretary's proposals. Officers therefore need to be convinced that there is a benefit for them and not only for the Government and ACPO in the level of service they provide to the public.

Against this backdrop of uncertainty and change we have chosen not to answer the specific consultation questions suggested by the Home Affairs Select Committee (HASC), but rather to provide the views of PFEW on the key factors likely to affect training and leadership in the police service in the near future.

The PFEW support the promotion, development, possession and use of professional practice for all officers within the police service while ensuring standards of recruitment, training and promotion are quality assured, mandated to forces and monitored for compliance.

### **Is a College of Policing needed to achieve this?**

The police service does have a number of elements of a profession already in place or under development. As a general rule it is not necessary for a profession to have a professional association or registration body if sufficient identity and coherence is provided through employment, or formal organisation has few benefits.

Police officers are already highly accountable to the public they serve. As holders of the Office of Constable they must exercise discretion, judgement and responsibility to the public. With the Office of Constable comes personal accountability and responsibility for the protection of life and property, the prevention and detection of crime, the maintenance of law and order and the detection and prosecution of offenders. This office allows for the protection that other professions sought to achieve through their professional bodies.

It is not clear to us how membership of a professional body such as a CoP would further enhance public confidence in police officers. If introduced, a CoP for the police service would be untried and untested and the consequences of it failing are unknown.

The PFEW's view remains that it does not support the need for a CoP. We do, however, support the aim of increasing professionalism in the police service through nationally accredited standards and continue to engage in discussions at this time.

The urgency to introduce a professional body brought about by the Government's desire to terminate the National Police Improvement Agency (NPIA) has been disquieting and, we believe, inappropriate. However, we are cognisant that vital elements of the NPIA's work relating to learning, training and development of police officers must be transitioned to its successor organisation with as little disruption as possible to our members.

Whilst PFEW continues to attend the various meetings associated with the development of a CoP there remain numerous aspects of the interim body proposed by the Government which cause us significant concern.

### **How could professionalism be improved?**

Police officers are required to undergo a significant amount of training to both qualify as an officer, and then to progress in a chosen specialism or to gain promotion. The largest failings in the existing provisions for training and leadership in the police service are the inconsistencies that exist between forces and the lack of strong governance.

Some excellent training programmes already exist. A number are already linked to a form of accreditation, where appropriate from external providers. Developing more training programmes, which follow these principles, would gradually increase the professional status of police officers.

A CoP is not necessary to implement this. Nevertheless, the disbanding of the NPIA provides a real opportunity to re-define the role of the central provider for police training, development and promotion whilst de-cluttering the bureaucratic landscape.

We suggested that the training, learning, development and promotion arms of the NPIA should be incorporated into a new National Standards Agency, which could continue much of the good work undertaken thus far by the NPIA in programme design. It could have been charged with devising a "cradle to grave" system of training, providing recruits with clear career pathways.

It could have possessed the power, authority and resources to impose quality assured, mandatory, national standards upon forces and to monitor their compliance with those standards, either via its own compliance arm or potentially via more robust Her Majesty's Inspector of Constabulary (HMIC) inspection.

There would need to have been oversight of the functions of the proposed agency. One potential solution for this would be for the Police Advisory Board for England and Wales (PABEW) to have taken on the oversight role. The PABEW already provides oversight on recruitment standards for the police service and makes recommendations to the Home Secretary as appropriate. This mandate could have extended to standards of training, leadership and promotion.

We believe national standards should continue to be developed in conjunction with Skills for Justice.

We have no objection to the accreditation of training programmes which we believe could help to ensure that training is delivered to a consistent and high standard across all forces.

### **Governance**

The final draft of the CoP Skeleton Blueprint document {3.8 - 6/7/12} states that one representative on the Board of the CoP will be a constable, sergeant or inspector.

We believe it is unacceptable that federated ranks, which characterise the vast majority of police officers, will be represented by one seat on the CoP Board. Our members will expect to have a greater influence on the leadership of the organisation if they are persuaded it represents any benefit to them.

We believe a rigidly top-down structure is not a sustainable means of engaging everyone in the police service in what should be creative and worthwhile relationships. The Board, as it stands, is too hierarchical to be successful. Equal representation of the three main representative bodies in the service should be the aim. For the PFEW to have just one seat on the Board is incompatible with the tripartite nature of the Federation. We expected to have had four seats on the Board - the PFEW Chairman and one representative from each of the separate rank committees.

It is important to stress the difference between ranks and their differing training requirements. For instance, 80% of constables will probably remain constables and without direct representation on the

Board there is a concern that their voice will not be heard, and the CoP will concentrate on leadership and promotion to the exclusion of their training needs as the biggest constituent part of policing.

## **Funding**

The Home Office has stated that:

"Services transferring from the NPIA will move with their existing budgets until the end of the current spending review period in 2015. This will give the Police Professional Body the opportunity to decide the requirements of professional training in the future while providing some training continuity after the NPIA closes in December 2012."

We welcome that the Home Office has recognised that central funding cannot be removed with immediate effect. However, there is clearly a fundamental question to be answered in how the body will be funded after 2015. The Home Office has repeatedly stated that the decision on how to fund the body will be the responsibility of the Board of the CoP. We feel strongly that the Home office should not be able to abrogate or absolve itself of such critical areas of decision making without recognising the importance of this to the future success and delivery of the new College.

A critical concern of the PFEW and its members is that, in practice, once the central funding is discontinued in 2015, the CoP is likely to have little option but to begin charging members for services. The possibility that the CoP might at some time charge police officers fees for access to the College and occupational training is for the PFEW completely unacceptable and a red-line issue from the outset. We believe it is disingenuous of any government to delegate the cost of developing professional police officers and that it is unethical to expect individuals to pay for any training necessary to make them into fully rounded officers.

We believe members of the police service need to be convinced that the CoP will provide services to them which are meaningful and beneficial without increasing bureaucracy, cost and burden. We are unconvinced from what we know how this will work.

The core mission of the CoP will be to "safeguard the public and support the fight against crime by ensuring professionalism in policing." We are concerned that the emphasis placed by the Government on the need for the CoP to implement a national and international commercial strategy could be contradictory to its core objective of providing the best possible outcome for the public. Public service should not be a commercial enterprise. Asking the CoP to raise its own funding could create a conflict of interest with its main objective of service delivery.

We support the improvement of efficiency in training provision such as the use of more cost effective locations.

## **National Standards**

The CoP Skeleton Blueprint states that the professional body "will have a powerful mandate to enable the service to implement the standards it sets for training, development, skills and qualifications."

We continue to have concerns that national standards will not be mandatory and that there will be no sanction on forces that do not adhere to them.

In our experience there is no evidence from the past behaviour of chief officers that they will want to have the same accredited standards as neighbouring forces. Indeed, this increases officer's portability and is often contrary to the interests of an individual force. Hence, we have seen an increase in in-house training provided by forces but not nationally accredited, and therefore not recognised by forces elsewhere.

## **Pre-qualification requirements for recruitment**

Any requirement for a candidate to "pre-qualify" could lead to a decrease in the diversity of police officers. The service already has a tried and tested national assessment process pre-entry in the form of the SEARCH assessment centre. We believe the SEARCH process is sacrosanct and it should also be undertaken by special constables before they take on policing responsibilities.

We resist any suggestion that forces should be able to decide upon their own pre-entry qualifications. Any move towards national standards of pre-qualification outside of SEARCH must be the subject of a thorough equality impact assessment.

## **Training Provision**

We believe training necessary to carry out the role and duties of a police officer should always be funded by the officer's force and not the individual, and there should be a commitment from forces that time will be given to officers to attend role specific training during duty time.

Whilst the use of further and higher education establishments may be an attractive financial proposition for the Government, there is no firm evidence to indicate this is the best approach for officers or the public. We believe that training, coaching and mentoring must be delivered by appropriately qualified individuals, who have had the exposure to real operational police work which gives them the practical as well as cognitive ability to share learning needs in a fast moving world.

Consequently, any move towards the outsourcing of training needs should be approached with extreme caution.

## **Privatisation of police training**

The Home Office has stated:

"The body will underpin all future police training and delivery. While it will continue to deliver some training, in those areas where it is best in the interests of the police service to do so, it will also play an active role in assessing the very best training other sectors can offer."

This would seem to confirm that increased outsourcing of training is envisaged. It is hard to see how the involvement of an external organisation that will be looking to profit from its involvement with the police service could ultimately benefit the public.

It is envisaged that the CoP's ethos will be to ensure the best possible choice of training provision. Again it is hard to see how this is likely in an environment of reduced or non-existent central funding and the need for significant further cost-saving.

The present structure of recognised national standards for vocational police training, accredited at the appropriate level of the national curriculum framework, is a sound and properly constructed qualification framework which is fully aligned with the high skills officers require.

This has been recognised for some time as the acceptable standard and is delivered at the local level through a system of assessment and skills auditing. There is natural order to the system.

We are unclear and unsighted how higher education bodies or private companies will deliver anything better. Whilst it may generate revenue for such institutions, what perceivable benefit will it offer to the operational officer, the force or the public? The regulation of control and the quality of input must be a key cornerstone to training standards and we fear a real diminution of those standards as the delivery options become more varied and widespread within the private and commercial sectors and further education and higher education sectors.

We continue to believe that core training, coaching and mentoring is best delivered by experienced practitioners from the police service.

## **Leadership development**

We support the development of leadership programmes which encompass all police officers from constable through to chief constable.

We would recommend that the development of leadership programmes for the police service in the future should be both robust and evidence based.

We support the continued existence of a National College of Police Leadership (NCPL) and the development of leadership programmes based on strategies that are relevant to the police service.

We acknowledge that a significant amount of work has already been done to improve the existing provision of leadership programmes.

We strongly support the continuation of the Core Leadership Programme (CLP) and Senior Leadership Programme (SLP) and recommend a link to recognised accreditation is available to all officers.

We support a fast-track scheme that would include those with the potential for high rank from the public and private sectors, or armed forces, who have had real exposure and proven experience in organisational management and strategic leadership to complement the revised High Potential Development Scheme (HPDS). This should not override the requirement for officers to have served in all prior ranks at the point of promotion.

Leadership development programmes should link in to promotion processes to ensure consistency and avoid duplication.

The geographical location of the NCPL is less important than the quality of the product it offers. Training needs to be accessible to all officers with leadership potential.

We support the provision of training via multiple training centres provided they are able to deliver training to the same quality around the country.

We consider it necessary that all training centres are dedicated solely to police training rather than being subsumed into a university campus.

It is crucial that the frontline ranks of constable, sergeant and inspector are properly recognised and resourced to meet the demands of operational policing.

## **Promotion**

We believe that every officer promoted must have served at every rank below that to which they are promoted.

We acknowledge that the existing process for promotion is less than perfect and accept that the service needs to invest in open promotion procedures that enable those with the relevant skills and abilities to become the future leaders of the service and which supports officers from all minority groups to reach senior ranks.

The promotion system should be underpinned by the following principles: It must be standardised nationally and compulsory for forces; effective governance and compliance procedures must be put in place to ensure forces comply; the system of PDR and assessment must be robust, national and non-bureaucratic; the promotion process adopted must be fair and seen to be fair by those seeking promotion; it should meet expectations and demands commensurate with modern policing requirements.

There should be some way of managing the numbers of officers achieving promotion and consequently managing the expectations of officers during the promotion process. Therefore, a national, transparent and fair assessment filter needs to be introduced, which will identify candidates based on the objective criterion that they are likely to develop into good leaders.



We believe the promotion system needs to measure a candidate's legal knowledge and recognise abilities to manage at different levels.

We therefore support the development of a new national assessment, which tests legal knowledge and leadership qualities in the context of an operational policing environment. The promotion process also needs to be subject to scrutiny. We believe it rests most appropriately with the PABEW.

### **The role of the Chief Constable's Council**

In response to Peter Neyroud's original proposal for a professional body the Association of Chief Police Officer's (ACPO) recognised that:

"As leaders of the service we recognise such a body must be open to all who deliver policing and its inspiration shared across all ranks and grades."

We believe the latest proposal to allocate ACPO ranks three seats on the Board of the CoP, in addition to the Chief Executive Officer (CEO) who "will have been a senior police officer", would give ACPO too much influence in the new body and make it unrepresentative of the police service as whole.

It is exacerbated by the increased influence of the Chief Constable's Council in endorsing proposals before they are put to the Board for approval.

### **Police Conduct**

The conduct of police officers is regulated by the Police Conduct Regulations 2008 (as amended) and the Police (Complaints and Misconduct) Regulations 2004 (as amended). These regulations confer the power to impose a number of outcomes on officers, including dismissal. Therefore no body responsible for the setting of standards of recruitment, training and promotion should have the disciplinary power to remove officers from a central register or prevent them from practicing. The Independent Police Complaints Commission (IPCC) and police forces should continue to have responsibility for investigating and dealing with the conduct of police officers or complaints against them.

### **College of Policing and existing consulting and negotiating machinery**

The CoP Skeleton Blueprint document states that a new model of reward is required which incentivises officers and staff based on their expertise. Discussions on this matter are currently ongoing through the Police Negotiating Board (PNB), and due to a failure to agree by both sides, are the subject of a pending Police Arbitration Tribunal (PAT) hearing. It is unhelpful and inappropriate for such statements to be included in the document before they have been fully discussed by the relevant stakeholders via the PNB.

We would make a similar comment about the references to direct entry on page 9 of the document. It is certainly not a consensus view of the constituent members of the Developing Professionalism Working Group (DPWG) that Winsor's recommendation on entry could allow the service to draw upon the best pool of talent available. Indeed, the PFEW and the Police Superintendent's Association of England and Wales (PSAEW) have explicitly raised their objections to Winsor's proposals on direct entry via the PABEW.

Police Federation of England and Wales  
October 2012

## Written evidence submitted by Dr. Rodger Patrick [LSP 15]

### Executive Summary:

The hesitant response to the disorders in the summer of 2011 and apparant uncertainty over political and operational boundaries coupled with the suspicion that there was a lack of transparency over the failure to deploy available resources justifies a review of police leadership. However these are not the only symptoms of the malaise engulfing the senior echelons of the service and a number of high profile criminal/discipline cases and associated resignations suggest the moral compass is wavering. However a new College of Policing is unlikely to address the underlying problems. Similar circumstances led Her Majesty's Inspector of Constabulary to review Police Integrity in 1998/9 (HMIC 1999) and the current demise exposes a failure to address the weaknesses identified then. This submission will return to this thematic inspection to try to learn from past mistakes concluding that more effective regulation, by bodies committed to democratic principles of openness and accountability, hold the key to better standards of leadership.

### 1. Introduction

**1.1.** The Police and Magistrates Court Act 1994 and Police Reform Act 2002 radically altered police governance making Chief Constables directly accountable to the Home Secretary through a framework of centrally determined performance indicators. This in theory should have led to an increase in the efficiency of the service as effective leaders would be evident from their performance and good practice would spread as they were promoted to the highest positions. At this time the remit of the principle regulator Her Majesty's Inspector of Constabulary (HMIC) was subtly shifted from maintaining efficiency and probity to ensuring value for money. The incompatibility of these distinct roles was clear from the collapse of Enron where the auditors Andersen also acted as consultants on performance. HMIC appeared to have grasped the significance of this and the following comment is included in their report on Integrity:

*Her Majesty's Inspector is confident HMIC will increasingly monitor integrity, the systems and the investigative and corrective measures for maintaining it, and Inspectors will become aware at an early stage of any failings. In the same way forces are urged to keep in view the human side of policing, HMIC, in its new role as 'best value' inspectors, will not lose sight of this important responsibility" (HMIC 1999:69).*

**1.2.** It would appear they have failed to meet their own expectations but their actions in dealing with the malpractice they uncovered during this thematic inspection would suggest they are the authors of their own misfortune: more on this later.

### 2. Theoretical Considerations:

**2.1.** From a theoretical perspective it is crucial for regulators to prevent cheating or 'gaming' when performance regimes are introduced. It is difficult for lay members to judge whether or not probity or quality controls are being maintained when they are presented with data on organisational performance. The Market, which performance management systems in the public sector seek to

replicate, does self regulate on price and quality and even in the case of the banking sector, where regulation was woefully lacking, would have exposed and disposed of institutions and their managers if national and political interest had not intervened. However there is no evidence of such ruthless action to maintain standards by the various Police regulators and the evidence suggests they are guilty of applying what Bevan and Hood (2006) refer to as a 'Nelson's eye game' in their approach to such perverse behaviours. They also went on to categorise the types of leaders who will thrive in such an environment:

***'Rational maniacs' who do not share the goals of central controllers and aim to manipulate data to conceal their operations.***

***'Reactive gamers' who broadly share the goals of central controllers but aim to game the target system if they have reasons and opportunities to do so.***

***(Bevan and Hood 2006:523)***

**2.2.** In the absence of effective regulation this type of individual is likely to reach the highest echelons of the police service, including the Inspectorate and beyond, where they will be in a position to distort the past and continue to exert an unwarranted level of influence on the service. The parallels with the banking sector are self evident.

### **3. A Flawed Approach to Regulation:**

**3.1.** Whilst HMIC were conscious of the dangers posed by Performance Management and highlighted a number of 'gaming' type practices in their report on Integrity (HMIC 1999) they minimised the scale of the problem. An examination of the West Midlands Police, one of the police forces taking part in the thematic inspection, demonstrates this feature. This force had been transformed from the worst to the best performing Metropolitan Police Force in the country after the arrival of a new Chief Constable, Edward Crew, in 1996. The Chief Constable introduced a 'Compstat' style of management control similar to that utilised by the New York Police Department (NYPD). The various area commanders met on a monthly basis to be held to account for their performance. The best performers were awarded with a bell of the sort used to usher school children and the worst exposed before their peers. The atmosphere and sense of control concentrated in the hands of the Chief Constable is captured in a cartoon from the period (Fig.1)

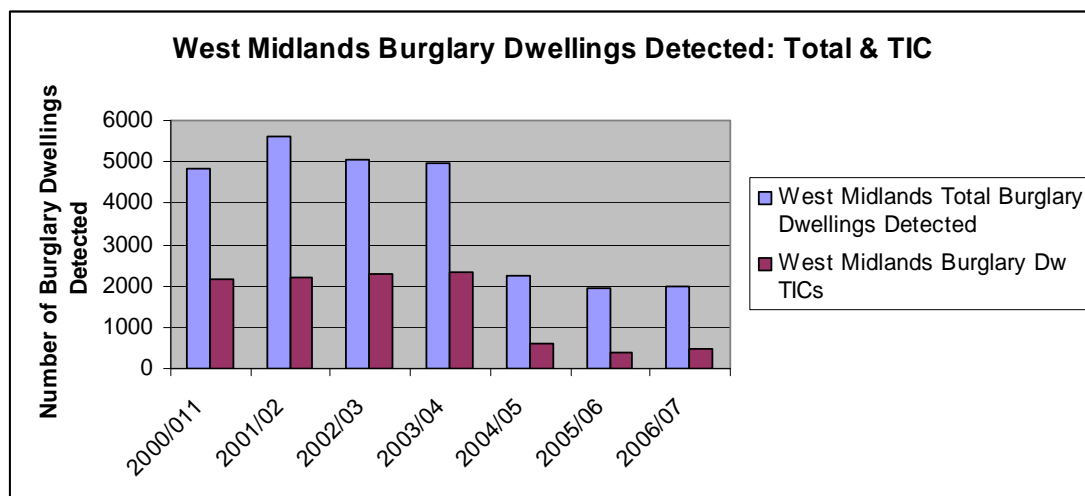


Midland Police was not corrupt. Recorded crime subsequently increased by 16% the following year and the Home Office sponsored report on Police corruption (Newburn 1999:7) made it clear such behaviour would fall within more recent definitions of 'corruption'. Another Home Office report (Miller 2003) went on to conclude that police corruption was organisational in nature:

***“This suggests that corruption arises in a systematic way from the nature and context of policing. Such an observation is in line with previous literature (e.g. Newburn, 1999, Sherman, 1978) which dismisses the idea that police corruption involves a few rotten apples’ in an otherwise healthy barrel.” (Miller 2003:18)***

**3.4.** Miller noted the correlation between high performing officers and corrupt behaviour and suggested that “performance measures such as crime and clear up statistics” should be used as a means of detecting suspicious conduct in relation to individual officers (Miller 2003:38). However this theoretical trajectory was not extended to suggest that high performing forces should also be suspected of widespread ‘gaming’. The ‘light touch’ inspection approach adopted by HMIC in relation to high performers appears to ignore this supposition.

**3.5.** Whilst the West Midlands Police made strenuous efforts to address ‘gaming’ particularly under-recording, abuses continued to surface. In 2004 it became clear the abuse of TICs was facilitating the importation of drugs into prison. The scale of the problem is evident from the impact on the force’s detection rate for burglary of dwelling houses (Fig. 2)



**(Fig 2)**

**3.6.** Whilst trying to deflect the spotlight elsewhere Assistant Chief Constable Hyde’s explanation for this reversal in fortune amounts to an admission of previous misdemeanours in the West Midlands:

***“We have very rigorous and ethical methods of detection and set ourselves the highest possible standards. We will not record something until it comes back from court whereas other forces will record it as a detection from the point it has been signed for by the defendant.” (Birmingham Post 20.4.2005)***

#### 4. Malpractice Spreads

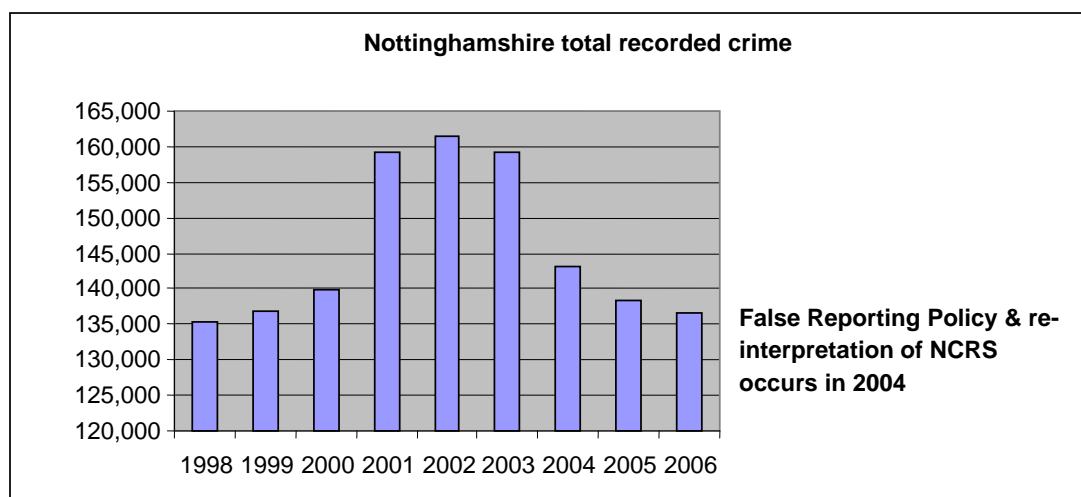
4.1. An examination of forces known to have experienced similar problems with ‘gaming’ type practices re-affirmed the reluctance of HMIC to expose such behaviours to public scrutiny (Patrick 2011c) and it was concluded that they were subscribing to a professional body approach to regulation, the antithesis of accountability in the democratic sense:

***“it is incompatible with the concept of accountability as a series of linkages leading from the people to those with delegated responsibilities via parliament and the managerial hierarchy since it brings on stage a set of actors who see themselves answerable to their peers, rather than to demos” (Day & Klein 1987).***

4.2. In the absence of any effective deterrent it is unsurprising that such practices have spread, partly through the promotion of individuals who have mastered ‘gaming practices’ and then employed them in new policing areas. Collier (2006) described this process as ‘competitive isomorphism’ and Eterno and Silverman linked the spread of malpractice to the promotion of NYPD officers to other Police Departments in the US. Another reason has been the simplistic, superficial duplication of the NYPD system and model throughout the US. The Police Federation of England and Wales have also been at the forefront of exposing such abuses, commissioning research which highlighted the phenomenon (Chatterton 2008):

***“Current pressure from the management system is inducing more competitiveness and compelling people to engage in even more dubious practices: ‘We can’t be truly ethical about this because the rest of the BCUs aren’t and we’re not going to be the worse performing BCU. So as soon as you get a good performing BCU people from other areas go there to find out what they are doing that is going to benefit victims of crime on their area [sarcastic]. And nine times out of ten it’s not to do with best practice, it’s to do with how their housekeeping is better than our housekeeping. That’s the way of life.” (Chatterton 2008:46-47)***

4.3. This force by force infection is graphically illustrated by the sudden fall in recorded crime linked to the reinterpretation of the National Crime Recording Standard introduced in 2002 (Fig 2). The source of this can be traced to the Street Crime Initiative when extremely thin evidence suggested victims were reporting crime falsely in pursuit of bogus insurance claims. This led to victims being required to prove the validity of their reports (Patrick 2011a).



**Fig. 2**

**4.4.** The spread and scale of the abuse relating to detections became apparent when HMIC carried out a quality control audit of non-judicial disposals, including TICs, in 2006/7 (Table 1):

Force	Data Testing	Cautions (Adult)	TICs	PNDs	Cannabis Warnings	Non Sanction Detections
Avon & Somerset	Fair	Good	Poor	Fair	Good	No judgement
Bedfordshire	Poor	Poor	Excellent	Poor	Fair	Poor
BTP	Poor	Fair	Poor	Poor	Poor	Poor
Cambridgeshire	Good	Excellent	Good	Poor	Fair	No judgement
Cheshire	Poor	Poor	Poor	Fair	Poor	Poor
City of London	Poor	Poor	Poor	Poor	Poor	No judgement
Cleveland	Poor	Poor	Good	Poor	Poor	Poor
Cumbria	Fair	Fair	Poor	Fair	Fair	Poor
Derbyshire	Poor	Fair	Poor	Poor	Fair	Poor
Devon & Cornwall	Poor	Poor	Poor	Poor	Fair	Poor
Dorset	Poor	Fair	Poor	Poor	Poor	Poor
Durham	Poor	Poor	Poor	Poor	Poor	Fair
Dyfed Powys	Fair	Good	Poor	Poor	Excellent	Poor
Essex	Poor	Poor	Poor	Poor	Poor	Poor
Gloucestershire	Poor	Fair	Poor	Poor	Poor	Poor
GMP	Poor	Good	Poor	Poor	Poor	Poor
Gwent	Fair	Good	Poor	Poor	Poor	Poor
Hampshire	Poor	Poor	Poor	Poor	Poor	Poor
Hertfordshire	Poor	Good	Poor	Poor	Poor	Poor
Humberside	Good	Excellent	Fair	Fair	Poor	Poor
Kent	Fair	Good	Poor	Fair	Poor	Poor
Lancashire	Poor	Fair	Poor	Poor	Poor	Poor
Leicestershire	Good	Excellent	Poor	Good	Good	Poor
Lincolnshire	Good	Excellent	Fair	Fair	Poor	Poor
Merseyside	Poor	Good	Poor	Good	Poor	Poor
MPS	Poor	Fair	Poor	Poor	Poor	Poor
Norfolk	Good	Excellent	Poor	Fair	Excellent	No judgement
North Wales	Fair	Excellent	Fair	Fair	Fair	Poor
North Yorkshire	Fair	Good	Poor	Fair	Excellent	Poor

Northamptonshire	Poor	Fair	Poor	Poor	Poor	Poor
Northumbria	Fair	Fair	Poor	Poor	Fair	Poor
Nottinghamshire	Good	Good	Excellent	Poor	Good	Fair
South Wales	Poor	Fair	Poor	Poor	Good	Poor
South Yorkshire	Fair	Fair	Poor	Poor	Excellent	Fair
Staffordshire	Excellent	Excellent	Excellent	Excellent	Excellent	Excellent
Suffolk	Poor	Fair	Poor	Poor	Fair	Poor
Surrey	Good	Excellent	Good	Poor	Poor	Poor
Sussex	Fair	Fair	Poor	Good	Fair	Poor
Thames Valley	Good	Excellent	Fair	Good	Excellent	Excellent
Warwickshire	Good	Excellent	Fair	Fair	Good	No judgement
West Mercia	Fair	Excellent	Fair	Poor	Poor	Poor
West Midlands	Fair	Good	Good	Fair	Poor	No judgement
West Yorkshire	Fair	Good	Fair	Poor	Good	Poor
Wiltshire	Fair	Good	Poor	Poor	Excellent	Poor

**(Table 1)**

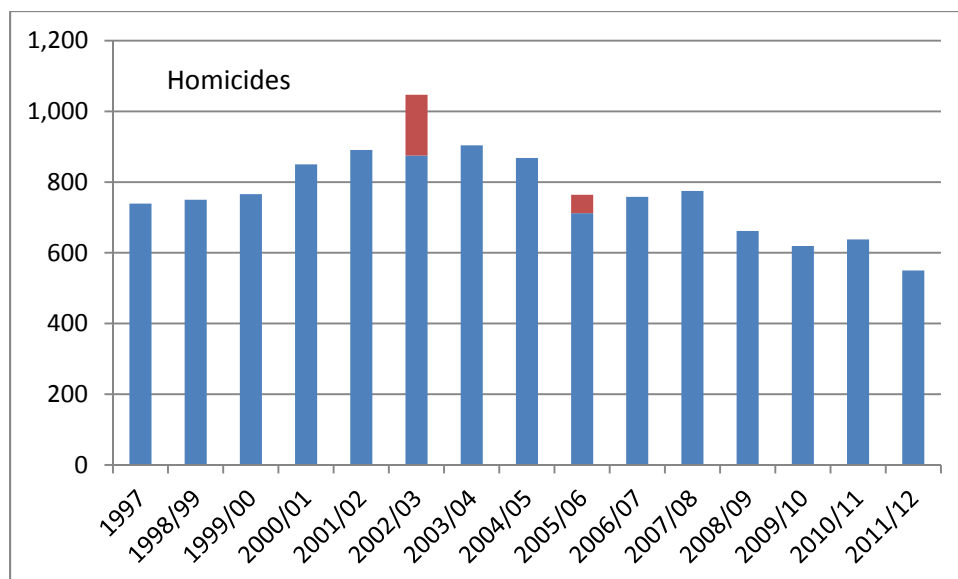
**4.5.** In contravention of convention the full report was never made public however the abuse of informal warnings (included in the non-sanctioned detection column) did lead the Home Office to withdraw them from the performance framework and led ACPO to approach the Information Commissioner (ICO) for advice on how to address the breaches of the Data Protection Act. The Commissioner crystallised the issue:

***“From my perspective I am most concerned that individuals were not being informed that they were considered to be the perpetrator of an offence even though this did not involve a legal process, especially if such information could be used in future Enhanced Disclosure relating to them..... I am also worried by the sufficiency of evidence used. If a police force is going to label an individual as the de facto perpetrator then they must have a good objective reason for doing so.” (Information Commissioner 26.3.2007: Unpublished)***

However, he declined to take any proactive action to alert the public.

**4.6.** The other ‘side of the coin’ in relation to this type of ‘gaming’ practice is the fact that offenders escape justice, as their offending behaviour is minimised or goes unchallenged. In the case used to highlight this (Patrick 2011c) a suspect recorded as responsible for kidnapping was never spoken to by the police and went on to murder a baby boy. It should also be noted Ian Huntley received an informal warning for a sexual offence prior to murdering two young girls. The remedial actions taken to prevent the abuse of the caution and informal warning procedures should have resulted in more appropriate interventions being employed to tackle criminality, particularly assaults where the offender is known to the victim, and this may provide an explanation for the reduction in homicides from 2006/7 (Fig 3). However this would require further research.





**Fig 3**

2002/03 includes 172 homicides attributed to Harold Shipman.

2005/06 includes 52 homicide victims of the 7 July London bombings.

## 5. Conclusion

**5.1.** Good Governance and effective regulation committed to democratic principles of openness and accountability is the key to improving police leadership. The current system is wholly inadequate. The management information on which senior officers are held to account is little more than sophistry and it should come as no surprise that those presiding over such illusion should be involved in other forms of unethical conduct.

**5.2.** The introduction of Police and Crime Commissioners provides the means by which Chief Officers who proscribe to or ignore unethical practices can be removed. However addressing the current malpractice unilaterally would leave reforming Commissioners open to criticism for under-performance. Similar constitutional arrangements in the US have not been a bulwark to ‘gaming’ there. In the UK the political imperative to reduce robbery rates motivated a re-interpretation of the National Crime Recording Standard leading to victims being treated as suspects (Patrick 2011a). This suggests that remedial action needs to be led by HMIC supported by Central Government. The appointment of a non-police Chief HMIC provides the opportunity to reform this crucial body and realign it towards ensuring probity as opposed to concentrating on performance. The Home Affairs Committee could have a crucial role in scrutinising the work of HMIC and a new College of Policing would have a place to play in reinforcing the highest standards expected by the public.

**5.3.** The stated desire of the current Home Secretary to dismantle the central system of control through targets provides the opportunity for Central Government to distance itself from the performance of local Police Forces. This would enable it to return to its more traditional role of ensuring standards. However, it would still be advisable to be open with the public about the un-

reliability of the existing police performance data to prevent a 'moral panic' when the issue is addressed. The current level of public scepticism and mistrust of official data should assist in managing this process. The twelve months following the appointment of the new Commissioners and Chief HMIC provides an opportunity for this process to occur. This would ensure the public have a valid means of assessing the effectiveness of those entrusted with delivering policing. Leaving the situation as it is will contribute to a gradual loss of public trust in the State.

**Dr. Rodger Patrick ex Chief Inspector West Midlands Police. PhD based on the impact of Performance Management on Police Governance.**

October 2012

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**Written evidence submitted by the Department of Law & Criminal Justice Studies at  
Canterbury Christ Church University [LSP 16]**

## **1.0 Executive Summary**

1.1 This paper outlines key issues in relating to police professionalization drawing from the experiences of Canterbury Christ Church University in their engagement with police services in providing police education and training. Through this commentary we highlight the challenges to professionalization citing past and current arrangements in restricting the development of innovated policing programmes within higher education. We present recommendations to the committee focused on raising standards, removing barriers and proposals relating to the College of Policing.

## **2.0 Contributors**

**2.1 *Dr Robin Bryant, Director of Criminal Justice Practice:*** Dr Bryant was jointly responsible with Kent Police for establishing a Foundation Degree in Policing for initial police training in Kent from 2004–2008. He has edited and contributed to several books on investigation and police training, and published and presented widely on investigative theory. Dr Bryant is also Director of Criminal Justice Practice which is part of the Department of Law and Criminal Justice at Canterbury Christ Church University offering applied research, evaluation, consultancy and training to the criminal justice sector

**2.2 *Dr Stephen Tong, Director of Policing:*** Dr Tong is Director of Policing and the Programme Director for the BSc (Hons) Police Studies & Policing (pre-service) programme at Canterbury Christ Church University for the past 10 years. He conducted doctoral research at the University of Cambridge, Institute of Criminology examining the contribution of police detective training to practice and has published on issues relating to the art, craft and science of policing and debates concerning police professionalization.

**2.3 *Dr Dominic Wood, Head of Department for Law & Criminal Justice:*** Dr Wood is Head of Department of Law & Criminal Justice at Canterbury Christ Church University. He is also Chair of the Higher Education Forum for Learning and Development in Policing. He was the joint programme director of the Kent Student

Officer Programme from 2004–2008 and has led on a number of innovative policing programmes over the past 18 years at CCCU.

**2.4 *The Department of Law and Criminal Justice Studies:*** The Department of Law and Criminal Justice Studies sits within the Faculty of Social and Applied Sciences with in the region of 900 students studying across a range of undergraduate and postgraduate programmes. It prides itself on the relationships it has built with the professions and currently offers popular undergraduate programmes in Applied Criminology, Crime & Policing, Forensic Investigation, Law and Policing, in addition to an in MA Policing/Criminal Justice and Criminology/Criminal Justice. The Department also has a number of PhD students focusing predominantly on policing related topics.

### **3.0 Key Issues relating to the improvement of standards and leadership**

#### ***Context of Police Education and Training***

3.1 The Home Select Committee remit in focusing on standards and leadership inevitably leads to an examination of the past and current arrangements for police education, training and recruitment. This timely examination of these issues provides the opportunity to review current arrangements and lessons learned from the past before the introduction of the College of Policing (CoP).

3.2 Throughout the duration of our working experiences with the police, National Police Training (NPT), Central Police Training and Development Authority (CENTREX) and finally National Police Improvement Agency (NPIA) have played a lead role in police learning and development. Whilst progress has been made through the endeavours of these bodies, a concern addressed in this submission is that these arrangements have stifled police services and educational providers in bringing about innovations and improvements in learning and development in policing.

3.3 Reports into police training have been critical (HMIC, 2002; BBC, 2003) and the police have also been criticised when fundamental errors or short comings have occurred in operational policing (e.g. Lawrence, Tomlinson, Hillsborough). At the same time it has been widely acknowledged that policing is becoming more complex and the police role requires a range of specialist skills and approaches that are based on good research, knowledge and understanding (Foster, 1999; Stelfox, 2009; Tong, Bryant & Horvath, 2009; Sherman, 2012).

3.4 However, we believe that police training has been too slow in responding to the challenges identified in the above reports. In particular, there continues to be too much emphasis placed upon 'learning on the job' at the expense of focused knowledge and skills acquisition (Bowling & Tong, 2006; Tong, Bryant & Horvath, 2009). The learning requirements of police officers today require a depth and breadth of knowledge that can only be attained through sustained study. There is a growing body of evidence and policy reviews that have called for more educational content in police programmes aimed at preparing police officers for a professional service (HMIC 1999; Foster, 1999; Neyroud, 2011; Flanagan 2008; Wood & Tong, 2009).

3.5 A new police qualification has been launched by the NPIA entitled the 'Knowledge Certificate'. We have serious concerns about the appropriateness of this qualification in terms of developing necessary standards to avoid repeating past shortcomings of the police. It is our view that the current proposals for the 'Knowledge Certificate' present the prospect of a low educational award that fails to recognise and reward officers who are capable of demonstrating that they meet the required levels that we believe are required of a competent police officer (NPIA, 2012).

3.6 The CoP offers the possibility to review the current arrangements with the opportunity to increase quality and standards to a meaningful level in policing from new entrants through to future leaders into the police service.

#### ***Police Training & Education at Canterbury Christ Church University***

3.7 In the early 1990s the university validated a Certificate in Education award for teachers and trainers in the post-compulsory sector of education and training. Students of the 'Cert Ed' included police trainers based at regional training centres. The initial ad hoc arrangements soon developed into more formal agreements that meant that bespoke Cert Ed programmes could be delivered exclusively to groups of police trainers at their own premises. At one stage this involved over 10 police training centres across the whole of the UK (including the Garnerville Training Centre in east Belfast). The Cert Ed continues to this day although the number of regional training centres has decreased because of changes in national police training. Although the content of the Cert Ed was the theory and practice of education and training our engagement with police trainers led to deeper understanding of the range of police training and the professional demands placed

on officers. We noted that both initial police training and more specialist training (for example, investigative training) content had academic value but was often not assessed, or assessed in non-rigorous ways and (perhaps as a consequence of this) rarely formally accredited. It was common at the time (and in many cases remains so) for police officers to undertake what should have been demanding (but certainly often expensive) training but to simply then to be 'certificated' as successful on the basis of attendance only. The Cert Ed remains a vibrant and successful programme within the university.

3.8 In 1996 the university was approached by the then Chief Constable of Kent Police (Sir David Phillips, latterly the President of ACPO) to collaborate on a new approach to police in-service training within an academic framework. The result was the validation of a BSc (Hons) Policing that supported the development of intelligence-led policing in Kent, and the recruitment of a number of large cohorts of students. Within a few years the offer of a BSc (Hons) Policing was incrementally extended to police officers outside of Kent and specialist options (in for example, patrol policing) were added. To date over 300 police officers have successfully undertaken this degree, in many cases financing their studies from their own resources and sometimes in the face of opposition from their forces rather than support. (There are, however, notable exceptions to this, most notably both Kent Police and British Transport Police supported police officers wishing to undertake in-service higher education at CCCU over a number of years). The BSc (Hons) Policing continues to prove attractive to the sector with over 80 new students starting in October 2012.

3.9 In 1997 the university began to address the needs of 'probationary' police constables: student police officers undertaking two years initial training after joining the police service until confirmation in post. Hitherto this initial training had received no formal academic recognition. A Certificate in Higher Education in Policing was designed in partnership with Kent Police. For a number of years all new recruits of Kent Police had the opportunity to undertake the Certificate with progression routes available to the BSc (Hons) Policing (see above). However, soon after National Police Training (NPT) and its successor, Centrex launched a 'national' Certificate for probationary police constables in collaboration with the University of Portsmouth.

3.10 There have since been various similar attempts at accrediting initial police training, but with little long term success. For example, in 2002 the Home Office made funding available for 500 places on the 'national' Centrex-approved Foundation Degree. However, the Foundation degree had very high drop-out rates and low completion rates and was subsequently withdrawn. A recurring problem that we have encountered has been the lack of a consistent message within the police and government, which has sent mixed messages to officers regarding the value of such programmes to their career progression within the police.

3.11 In 2002 the university again became involved with an innovative approach to policing; in this case through the Advanced Detective Training (ADT) programme of Kent Police. ADT was an initiative of Sir David Phillips (see above) and a direct response to the urgent need for well-trained, motivated and qualified early-career detectives. ADT was embedded within a BSc (Hons) in Applied Criminal Investigation and proved highly successful. However, after only a couple of intakes the ADT became ensnared by both restrictions at the national level (particularly the national promotion system) and costs that proved prohibitive for a single police force to bear.

3.12 In 2003 the Home Office sponsored an independent review of the learning requirement for police probationer training in England and Wales. This sought to provide a 'modern vision of policing' and a modernised initial policing curriculum to match. In the same year a BBC undercover reporter secretly filmed student police officer training at the Centrex Bruche training centre and uncovered examples of racist behaviour by trainees and inappropriate behaviour by trainers (BBC, 2003).

3.13 Also, HMIC (2002) examined initial police training at both national (Centrex) and local (force) level as one of its 'thematic inspections' and found the provision to be no longer fit for purpose.

3.14 The university and Kent Police responded to these national developments by jointly designing an accredited 'Kent Student Officer Programme' (KSOP). The underpinning academic award for KSOP was a Certificate of Higher Education in Policing, with progression routes available to officers to complete a Foundation Degree or BSc (Hons) degree in Policing. KSOP combined both the professional and



academic requirements for initial training in a completely integrated manner and was the first such programme of its kind.

3.15 For a period of 5 years all new recruits to Kent Police undertook KSOP on university premises taught and assessed jointly by university and police staff (the latter were seconded by Kent Police to the university). At the outset KSOP was adopted by the university as a pilot of the new national Initial Police Learning and Development Programme (IPLDP) but within a short period of time became one of the small number of ‘early adopters’. However, no significant funding was provided by the Home Office for this to happen; instead costs were met from Kent Police allocated resources and through a successful bid to the Higher Education Funding Council for England and Wales (Hefce). In 2008 Kent Police decided not to continue with the KSOP programme, both the light of their financial situation and the downturn in police recruitment. We believe that the continued lack of any formal requirement for police officers to have their initial learning assessed at this level also undermined the programme and contributed to its demise.

3.16 A significant development in recent years has been the introduction of pre-join (or ‘pre-entry’ or ‘pre-employment’) schemes and courses by some colleges and universities in conjunction with police forces. In 2002 the university launched its first full-time pre-service policing programme. This programme has developed over the years and students now complete some of the learning and training required to become a police constable before entry into the police through their duties as a special constable as well as their learning based within the university. In 2010 the university introduced a new revalidated pre-join Dip HE/BSc (Hons) Policing/Police Studies (Pre-join) at its campus in east Kent. The programme has proved exceptionally popular, despite the recent introduction of higher variable tuition fees.

### ***College of Policing***

3.17 In our view, the CoP offers an exciting opportunity to truly professionalise and improve standards in policing. In order to achieve this it will need to engage with a wide range of interested parties.

3.18 If the CoP is successful in this regard, we believe there is much potential in selling products internationally and thus contributing significantly to the running of

the CoP. The UK already has a strong reputation internationally in terms of both policing and the burgeoning relationship between police services and the higher education sector. There is a chance for the CoP to be at the pinnacle of police professionalization globally.

3.19 It is important that the CoP performs a leadership role in advancing police professionalism and in order to achieve this it will need to have epistemic authority within policing in ways that NPT, Centrex and NPIA did not. It needs to be aspirational and forward looking and in this respect we believe that the Level 3 'Knowledge Certificate' fails to provide the appropriate professional confidence.

3.20 The CoP needs support in ensuring quality assurance. The HE sector has expertise and resources that could be drawn upon here, alongside the various professional police associations.

3.21 The CoP should also ensure that it draws upon (and where necessary commissions) research on what works in the development of effective police officers, policing specialist roles and police leadership.

### ***Barriers to Professionalisation***

3.22 The challenge for the NPIA and its predecessors has been to maintain minimum standards nationally across 43 services with different challenges, geography and resources. The objective of achieving consistency across a variety of police services that place different priorities on operational challenges and learning and development objectives inevitably gravitates towards minimum standards as opposed to the pursuit of excellence. The CoP needs to be able to assert with authority standards that that the professionalism of the police forward. There is an opportunity for the CoP to play an important role in developing the standards for ALL policing roles in this respect.

3.23 There is an opportunity for the CoP to make greater use of the established policing curriculum that exists within universities. Universities have a long tradition of helping the development of professional knowledge and modernisation of the workforce. This is a strategic objective at CCCU and specifically in relation to police work within the Department of Law and Criminal Justice Studies.

## **4.0 Recommendations:**

4.1 The CoP should review, and recognise as appropriate, the learning that occurs on existing policing programmes within higher education, focusing in particular on the suitability of adopting HE level 4 (and above) learning requirements for the attestation of police constables;

4.2 The CoP should also recognise the opportunities to engage with academia in recognising existing pools of knowledge within the police and establishing relevant qualifications for promotion and specialisation within the police. Appropriate support for in-service police staff to engage with modernisation and professionalization, e.g. through CPD courses, should be encouraged.

4.3 The CoP should be informed by academic research into the police training, education and its impact on practice, and commission research to fill gaps in this knowledge;

4.4 The CoP should engage with academia in its endeavours to establish undergraduate benchmarks in policing and more broadly in establishing appropriate mechanisms for governing the quality assurance of learning and development in policing.

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Submitted by Dr Robin Bryant, Dr Stephen Tong & Dr Dominic Wood on behalf of the Department of Law & Criminal Justice Studies, Canterbury Christ Church University (CCCU).

October 2012

## Written evidence submitted by the Chartered Management Institute [LSP 17]

### Executive summary:

- The Chartered Management Institute (CMI) fully supports the Government's proposal to establish a College of Policing, the remit of which is to *"enable the service to implement the standards it sets for training, development, skills and qualifications"* and thereby to *"raise the professional status of police officers and police staff"*.
- The College should operate as a centre of excellence, showcasing professional leadership and management development across the whole police service in England and Wales. It should be responsible for establishing best practice, **designating** (rather than setting) standards for leadership and management training, development and qualifications, and promoting professionally accredited learning.
- CMI research shows that good leadership and management is the key to effective performance, to the engagement and motivation of officers and staff, and to gaining the public's confidence. The development of these skills in the police service should start with first line supervisors and the learning process should continue throughout an individual's career. The College of Policing has a major role to play in establishing this approach across all forces in England and Wales.
- The College's first task must be to create a competency framework, based on leadership and management best practice, and contextualised appropriately for the police sector. The College then needs to establish a qualifications framework, which reflects evidence-based, ethical standards aligned to business needs and representing value for money. Advice on publicly available funding for adult learning (e.g. apprenticeships, further and higher education and specific skills schemes) would also be useful for the College to supply.
- The College of Policing needs to quickly establish its profile and reputation with its audience. It should focus on building a robust, value for money offering which cannot be obtained elsewhere, and membership should be quick and easy to access. In this way police forces will have a strong incentive to draw on its expertise, creating a "virtuous circle" of increasing the College's brand and reputation, as well as strengthening leadership and management skills in the police service.
- We believe that it is possible for one institution to balance numerous responsibilities and do not see a conflict of interest between the designation of appropriate standards (which are developed in partnership with appropriate Awarding Bodies such as CMI) and the delivery of training and testing. The key is to have effective governance, clear separation of functions, and transparency of activity.
- The College should be responsible for police officers and civilian police employees alike – after all, police officers are civilians who have powers conferred on them by their warrant.
- We look forward to working with existing stakeholders and the College of Policing to support the development of professional leadership and management skills in the police service. This will build on our existing partnerships with police forces around the country, as well as with key sector bodies such as the Association of Chief Police Officers (ACPO), the Police Superintendents Association (PSA), Skills for Justice and the Police Federation. It is important that the College has good links not only with the academic community, but also with professional and vocational stakeholders who can reflect the skills needs of police officers and staff on the ground.
- CMI has a strong track record of working with police forces around England and Wales to help improve leadership and management skills. We are the only Chartered professional body in the

UK dedicated to promoting the highest standards of management and leadership excellence. We represent 90,000 managers and leaders across all sectors, including 3,000 police officers and staff. We look forward to working with the police service to establish the College's offering with regard to leadership and management development.

## **About CMI – our track record in the police and criminal justice sectors**

CMI is responding to this call for evidence as the UK's only chartered professional body for management and leadership. With 90,000 members across all sectors of the economy, and 3,000 in the police service, we represent managers from first line managers to the most senior levels of business and public sector organisations. We have 600 Approved Centres which deliver our qualifications, ranging from world-class universities, to technical colleges, employers and further education institutes.

We pride ourselves on taking best practice from a range of sectors and delivering professional leadership and management skills advice, products and services. We work with 54 police centres to deliver many leadership and management qualifications. We work closely with Skills for Justice to deliver leadership and management training and qualifications for the police, and have developed bespoke qualifications for the sector. We are the only awarding body to deliver the Multi Agency qualifications, which we developed in collaboration with Skills for Justice.

We are therefore well placed to respond to the questions posed by the Home Affairs Select Committee in its terms of reference for this inquiry. However, we have concentrated our response only on relevant questions raised by the terms of reference. For example, we are well-placed to respond to questions on setting and upholding standards and training, but we are not in a position to comment on police recruitment processes or the structure of the Metropolitan Police Force.

We have set out below our answers to the specific questions within our area of expertise. At the end of the document (see Annex A) we outline more information about our offering, including our qualifications and online learning resources, and some brief examples of work we have done with police forces around the country.

We would be happy to discuss our views more fully by giving oral evidence to the Committee's Inquiry.

## **Specific comments on the Inquiry's terms of reference**

We focus on the following questions as listed in the Inquiry's terms of reference:

1. The College as a centre of excellence – encapsulating and disseminating best practice
2. The value of good leadership and management and its effect on performance
3. Creating a competency framework
4. Creating a qualifications framework
5. Lessons learned from other professional bodies
6. The need to balance numerous responsibilities
7. Breadth of responsibility

### **1. The College of Policing – a centre of excellence for police leadership, education and training**

1.1 We support and welcome the proposal to establish the College of Policing, which would be responsible for the key national standards, qualification frameworks, and leadership and training approaches for all 43 police forces in England and Wales. We understand the need for the sector to professionalise its skills so as to achieve consistency of standards across the country, and at different levels within the police. We also welcome the recognition that there has been an inconsistent approach to some aspects of leadership and management development, such as a lack of emphasis on frontline

leadership, talent management, promotion systems and equality and diversity, and we look forward to helping the College establish itself as a centre of excellence in leadership and management.

## **2. The value of good leadership and management and its effect on performance**

2.1 The link between good leadership and management and improved organisational performance is clear. CMI and Penna commissioned a research project in 2011 to investigate the return on investment of management and leadership development. Launched at an All Party Parliamentary Group meeting in February last year by the Rt Hon David Willetts MP, Minister of State for Universities and Science, the report<sup>1</sup> surveyed 4,500 managers across all sectors of the UK economy. The results showed that organisational performance and management abilities are clearly correlated, with effective management development linked to a 23 per cent variance in organisational performance, and a 32 per cent variance in people performance. The research revealed that qualifications, in particular, hit a 'sweet spot', with managers rating business school and professional body qualifications as the most effective forms of development.

2.2 These results show that leadership and management skills are key to the police service successfully meeting their current challenges, and police forces are "brought up to date and up to scratch", as described by the Committee Chair.

2.3 Following on from this piece of research, CMI then examined the value of management qualifications on UK managers and employers<sup>2</sup>, and asked managers and leaders exactly why they valued professional management qualifications. Again, the results showed a strong link between professional management qualifications and improved performance, with 90 per cent of respondents saying that their management qualification improved their performance at work. This helps to provide the evidence that investing in leadership and management qualifications at all levels of the police service, for police officers and civilian staff, will raise performance levels, increase employee engagement and ultimately, raise the public's confidence in the professionalism of the police in England and Wales.

## **3. Creating a competency framework**

3.1 It is important that in creating an appropriate competency framework for the police service, the College does not reinvent the wheel. The Sector Skills Council, Skills for Justice, will have the input from the police at all levels to advise on the competency framework, based on its existing Policing Professional Framework (<https://www.skillsforjustice-ppf.com>).

3.2 In addition, CMI has wide experience of developing competency frameworks based on the National Occupational Standards (NOS) for Management and Leadership. The NOS covers six distinct competency areas and represent proven benchmarks of best practice:

- Managing self and personal skills
- Providing direction
- Facilitating change
- Working with people
- Using resources
- Achieving results

3.3 We also have experience of mapping competency frameworks in other sectors to the NOS. For example, we have carried out substantial work in the health sector, working with the former National Leadership Council (now replaced by the Leadership Academy) to map the NHS's Leadership Framework to the NOS, and also to CMI's qualifications. We would be happy to advise the College of Policing on the

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<sup>1</sup> "The Business Benefits of Management and Leadership Development" – McBain et al, 2012

<sup>2</sup> "The Value of Management and Leadership Qualifications" – Bradley et al, 2012

creation of a new competency framework for the police, and mapping it to the NOS for Management and Leadership.

#### **4. Creating a qualifications framework**

4.1 Again, CMI has extensive experience of advising sectors on appropriate leadership and management qualifications, using the Qualifications Credit Framework, which allows the learner to take vocational qualifications from basic team leading skills at Level 2 to strategic command skills at Level 8. The learner can determine the size and length of the qualification, from a bite-sized Award, through to Certificate and then a full Diploma.

4.2 Qualifications in leadership and management are essential at all levels of the police service, both for police officers and civilian staff, if the general public are to see the police as professionals, not just in terms of their technical competence (ie policing) but also in managing complex investigations, dealing with vulnerable people, managing teams and providing leadership in emergency situations.

4.3 Qualifications not only provide an individual with formal recognition of his or her skills while in service, but also allow the individual to gain valuable transferable skills, once they leave the police. Accredited learning also allows an individual to have their skills recognised by different employers and their peers.

#### **5. Lessons learned from other professional bodies**

5.1 As the only Chartered professional body for managers and leaders in the UK, we have many years of expertise in running a successful professional body which operates throughout the country at every level of management and leadership.

5.2 In our opinion, the College of Policing needs to quickly establish its profile and reputation with its audience. Its “brand” should be highly visible throughout the police sector, so that potential “customers” know what it offers and the value of that offering. Its membership application process should be easy accessible and quick to complete, and it should be transparent in terms of the different products and services it offers to different individuals, eg. civilian staff, front-line police officers up to the highest levels of police leadership.

5.3 Above all, the College’s offerings must represent value for money. It should be clear to the learner what the benefits are of developing their leadership and management skills, both in terms of individual and organisational outcomes. In this way police forces will have a strong incentive to draw on its expertise, creating a “virtuous circle” of increasing brand and reputation, as well as strengthening leadership and management skills in the police service.

#### **6. The need to balance numerous responsibilities**

6.1 We believe that it is possible for one institution to balance the numerous responsibilities as described in the Inquiry’s terms of reference, provided there are clear governance structures in place to provide the appropriate separation or “Chinese walls” that these diverse responsibilities would require. The College would have to create a structure which clearly separates the designation of education and training standards, for example, from any training function. Guarding the public interest should naturally follow as a consequence of the College disseminating best practice, designating professional standards and enhancing professional practice across the police service.

6.2 We do not see that there is a conflict of interest between the designation of appropriate standards (which are developed in partnership with appropriate Awarding Bodies such as the Chartered Management Institute) and the delivery of training and testing. However, the use of the words “standards setting” may be misleading. We do not believe it would be necessary or appropriate for the College to become an Awarding Body in its own right. Its role would be to designate the appropriate education and training standards for the police profession, rather than creating its own qualifications.



6.3 The key is to have effective governance, clear separation of functions, and transparency of activity.

## **7. Breadth of responsibility**

7.1 We believe that the College should be responsible for police officers and civilian police employees alike – after all, police officers are civilians who have powers conferred on them by their warrant.

## **Annex A: More about CMI and what we offer**

### **CMI Qualifications**

A1. CMI has developed a wide range of leadership and management qualifications, covering all levels from Level 2 (GCSE) to Level 8 (PhD). Our QCF qualifications can be delivered in different sizes of learning, ie, in terms of an award, certificate or diploma. A list of our qualifications is attached at Annex A. As mentioned above, we have also worked with Skills for Justice to design bespoke qualifications for the police sector, eg. CMI Level 3 in Neighbourhood Management (QCF). We are also the only Awarding Body to offer qualifications in neighbourhood management and multi-agency working, and we have an excellent track record in delivering qualifications across the police service in England and Wales.

A2. We deliver our qualifications via our network of 600 approved centres, which span the country and include higher education institutions, further education colleges and individual employers. Through our approved centres we deliver CMI qualifications and qualifications awarded by other awarding bodies which have an accreditation arrangement with CMI. For example, students taking an MBA at London South Bank University also gain a Level 7 CMI qualification.

A3. In June 2010 CMI became accredited by Ofqual (Office of the Qualifications and Examinations Regulator) to deliver two police management qualifications. The formal accreditation means that CMI is a nationally recognised provider of the highest standard of management qualifications for the police. The qualifications were part of a new career development programme and were used to confirm promotions for Sergeants and Inspectors within the force. They have now been superseded by new Qualifications and Credit Framework (QCF) qualifications.

A4. Developed in partnership with Skills for Justice, the Sector Skills Council and standards setting body for the sector, CMI is able to offer senior police the opportunity to undertake the Level 4 Certificate in Police First Line Management (equivalent to a National Diploma) and the Level 5 Certificate in Police Management (equivalent to a university degree). These qualifications formalise learning and help officers to manage their own professional development and better plan, allocate and monitor work within their departments.

A5. Specifically, the qualifications ensure that senior police are assessed in terms of their personal effectiveness, leadership skills and ability to manage resources. Candidates undertaking the Level 4 qualification, for example, cover topics such as how they supervise and respond to critical incidents and how they prepare for law enforcement operations. Those undertaking the Certificate in Police Management are assessed for their ability to develop operational plans and identify threats and risks.

A6. Some of our approved centres work very closely with individual police forces, and build up good working relationships with them over many years. For example, Peak Management Service Ltd, in Rotherham, South Yorkshire, has delivered CMI Level 3 and Level 5 Diplomas to 60 individuals from South Yorkshire Police. Peak Management Service has run continuous Level 3 and Level 5 CMI Diploma programmes for the force, using some of the force's staff as the centre's associates to cut costs, but using Peak Management's learning materials. This might be a funding model worth pursuing under the new structure.

## Chartered Manager

A7. CMI is the only organisation able to award Chartered Manager status – this gives individuals the same professional recognition as other Chartered professionals such as Chartered Accountant and Chartered Surveyor. As with other Chartered professions, Chartered Manager is awarded on the basis of the individual's demonstrated professional management and leadership skills, and requires individuals to keep up to date with continuing professional development and management best practice. There are over 2,300 Chartered Managers practising in the UK at the moment, with 50 of these from the police and justice sectors.

## CMI's continuing professional development offering

A9. CMI offers a range of products and services to support managers at every level to access learning resources and develop their skills. We have various products which support managers and leaders with their continuing professional development. Those taking our qualifications have access to ManagementDirect and all the resources it offers, as part of their learning materials.

A10. **ManagementDirect** is an online tool which covers a wide range of learning resources, including management best practice checklists, CMI's library, access to our team of researchers who can find and recommend learning resources for our members, and access to a wide range of e-journals and e-books. ManagementDirect is being used by a range of public sector organisations, including Greater Manchester Police. It is a flexible portal which can be customised by the client, providing in-house training materials and access to company continuing professional development resources.

A.11 **ManagementKnow** helps managers assess their management knowledge, skills and experience. Developed in association with Cognisco, the leading employee assessment organisation, it has been designed to help managers spot their weaknesses in performance management and employee engagement in order to ensure the harm they cause to their teams is minimised. We have developed this tool in response to our research, which found that a lack of competence and misplaced confidence amongst bosses is creating a stressed out workforce.

A12. According to the research data, 74 per cent of employees have made decisions they do not feel qualified to make because their manager is not supporting them. As a consequence one in three managers no longer have faith in what their manager does. Although the research findings are not specifically from the police sector, they demonstrate a general lack of professionalism and expertise in the UK management community as a whole, covering all sectors.

A13. The tool focuses on the two aspects of management competence – performance and engagement. As a result of measuring performance in both areas, managers are given a bespoke development programme designed to build on their existing knowledge and capabilities, and to plug any weaknesses or gaps.

## CMI's work in the police sector – some examples

- **CMI approved centres in the police service**

A14. CMI authorises a wide range of learning establishments, employers and training centres to deliver its qualifications. Many employers decide to become approved centres so they can deliver CMI-accredited learning to their staff.

A15. To date there are 600 CMI approved centres throughout the UK, including 41 in the police service. These range from the British Transport Police, City of London Police, Greater Manchester Police, Kent Police Force, the Metropolitan Police Force, North Yorkshire Police, the Police Service of Northern Ireland and Surrey Police.

- **South Wales Police wins “Management team of the year 2012” Award**

A16. At its annual Awards dinner CMI presents awards to outstanding management and leadership practitioners, both individuals and teams, in a range of categories. The 2012 winner of the “Management Team of the Year” award was South Wales Police Leadership, Equality and Development (LEAD) Team.

A17. South Wales Police polices 42 per cent of the population of Wales and has a vision to be the best at understanding and responding to its communities’ needs. The LEAD team has overcome barriers and shown effective leadership in order to implement a Leadership Development Pathway for managers across the organisation, with the following results:

- 97 per cent of its officers and staff are very satisfied with the leadership development they receive
- The provision of community based equality and diversity training to managers has supported South Wales Police in rejoining the top 100 organisations in the 2012 Stonewall index.

- **Trevor Service, Police Service of Northern Ireland (development of qualification)**

A18. Trevor Service is a police officer with the Police Service of Northern Ireland. He works in the leadership department for the Northern Ireland Police College, and has developed a course in neighbourhood management for police officers and members of the local community.

A19. The challenge was to develop a leadership course that, in the post-conflict environment of Northern Ireland, could be taken by neighbourhood police officers and by representatives of different communities to improve their neighbourhood management skills and work with the police – without positioning it as a police course, as this would put off applicants from attending.

A20. Trevor wanted a course that would be useful for neighbourhood police officers and members of the community to help them solve problems in their local areas and improve quality of life – as well as offering a well-regarded external qualification. Trevor said at the time: *“This is a unique step for us. We wanted to have communities trained in an external qualification along the same lines as neighbourhood police officers so they would understand each other’s objectives and work together. Offering the public the opportunity to attend our training courses was something we had never done before.”*

A21. Trevor began developing a course for police officers and citizens by adapting workbooks designed by the National Police Improvement Agency, accredited by CMI as a Level 3 Introductory Certificate in Neighbourhood Management. He particularly welcomed the flexibility offered by CMI in rewriting the course to suit the needs of community representatives and the emphasis on practical tools to help them manage, rather than a wholly academic course. Applications for a place on a pilot course were oversubscribed and the course has been very popular. Trevor says: *“Having the CMI on board did us a big favour because they saw it not as a police course but as a management course. Having a reputable external qualification is very valuable.”*

- **CMI’s Accords with police professional bodies**

A23. Three years ago CMI set up a membership agreement with the Police Superintendents Association of England and Wales (PSAEW). This agreement was extended to become the Exclusive Police Association Offer as a consequence of including the Association of Police Superintendents of Scotland (ASPS) and Superintendents Association of Northern Ireland (SANI). It offers all members of these organisations membership of CMI at a discounted rate. CMI also has a General Police Offer membership offering to individuals who are not a member of any Police Associations. In this way police officers are able to access CMI’s resources, expertise and networking opportunities as well as the opportunity to take professional leadership and management qualifications.

**Written evidence submitted by the Home Office [LSP 18]**

**Letter from Keith Bristow QPM, Director General, National Crime Agency, to the  
Chair of the Committee, 11 October 2012**

**NATIONAL CRIME AGENCY**

Thank you for your invitation to appear before the Committee as part of your 'Leadership and Standards in the Police' Inquiry. I look forward to seeing you on 16 October. In the meantime, I am happy to answer your specific questions and provide an update on our progress to create the National Crime Agency.

**Work in Progress So Far**

Much has been done since I last appeared before you. We are making good progress to set up the Agency, secure early operational results, and ensure wider law enforcement is ready for the NCA becoming fully operational by the end of 2013 (subject, of course, to the passage of the Crime and Courts Bill).

The NCA will be a highly visible agency of operational crime-fighters, protecting the public by cutting serious, organised and complex crime. Recognising that the threat is changing and our response must also evolve, the NCA will have an explicit mandate to lead and task the entire law enforcement response, on the basis of a single, authoritative intelligence picture. Its new approach and broad remit will deliver a step-change in tackling the damage inflicted by organised crime in this country – manifested in street corner drug-dealing; trafficking of men and women into modern-day bondage or prostitution; online sharing of horrific images of sexually abused children; and cyber-enabled scams that deprive people of their life savings.

I am pleased with the progress we are making to stand up a fully operational Agency by the end of next year. The NCA will go after some of the most risky and dangerous people that affect our communities – preventing and disrupting their criminal behaviour, taking their assets and stopping them from harming the public. Key elements of the NCA's operating model include:

- four specialist Commands pulling together to protect the public – Economic Crime, Border Policing, Organised Crime and Child Exploitation and Online Protection (CEOP);
- a flexible operational taskforce, to provide the core crime-fighting capability;
- a National Cyber Crime Unit, to deliver a more targeted response to the most serious cyber crime, support transformational change in wider law enforcement, and significantly enhance crime-fighting partnership work with industry and the intelligence agencies;
- a multi-agency Intelligence Hub, enabling law enforcement to work together to deliver against a compelling and shared picture of the threat; and
- an effective set of tasking arrangements, to coordinate the NCA's and partners' assets and to target activity against the highest priority criminals.

**The operational status of the Agency and its commands and timetable for bringing the Agency into operation**

As you know, the Crime and Courts Bill will provide the legislative basis for the new Agency. It was introduced in the House of Lords in May and the NCA provisions have completed committee stage. Ministers have been clear, however, that we cannot wait for the formal establishment of the Agency at the end of next year to start to see operational improvements. Early progress is therefore already being driven through a set of 'shadow' NCA commands, to better protect communities from the scourge of serious, organised and complex crime.

Under the leadership of its Director David Armond, shadow arrangements for the Border Policing Command are in place, with an initial core of SOCA, police, UK Border Agency and Border Force staff. This will deliver, for the first time, a unified, strategic intelligence picture and operational activity to deliver border security. Similarly, on economic crime, one early joint operation against Eastern European money launderers led to 13 arrests and important follow-up work against more dangerous criminals. Further operational and disruption activity is ongoing, including with international partners on boiler room fraud, and operations against those involved in pensions fraud.

Shadow arrangements for the other Commands, the National Cyber Crime Unit and the NCA's intelligence functions are also taking shape. The Organised Crime Coordination Centre (which will become part of the NCA's Intelligence Hub) is up and running and already conducting intelligence work which is making a difference operationally. Its effectiveness is underpinned by a strong multi-agency team, with crime-fighting officers from SOCA, ACPO, HMRC and UKBA. From next month, a shadow Intelligence Hub will begin providing intelligence support to the shadow NCA Commands, and shadow tasking arrangements will test how key operational partnerships will work.

### **Powers and responsibilities that will be incorporated in the Agency**

In terms of precursor functions, agreement has been reached since my last update to you that the Proceeds of Crime Centre (POCC) will also transition into the NCA from the NPIA by the end of this year (via SOCA). POCC accredits and monitors financial investigators, operates a professional register and provides international training on request.

### **Current staffing and senior appointments**

The NCA will largely comprise officers and staff from SOCA, CEOP and other precursors and I expect it to have in the region of 4,000 officers when it is established (as the NCA's main precursor, SOCA's headcount in July 2012 was 3,816). Precise numbers who will transfer to the NCA from other bodies (such as the Police Central eCrime Unit currently in the Metropolitan Police Service) are subject to discussions with the MPS and other bodies and those officers and staff affected.

The Bill also provides for the recruitment of volunteer 'NCA Specials', who will bring additional specialist skills to help tackle some of the most serious and complex criminality impacting on the UK. Over the next year we will continue to develop and finalise the NCA's workforce, including looking at how we can embed officers and staff from other organisations to maximise the Agency's crime-fighting strength and expertise.

Key to the effectiveness of the NCA is appointing the right operational leadership, with a proven track record in fighting crime at a senior level. As you know, I took up post at the end of 2011. Since then, David Armond, Trevor Pearce and Peter Davies have been appointed as Directors designate of the Border Policing Command (BPC), Operations, and the Child Exploitation and

Online Protection Command (CEOP) respectively. Recruitment campaigns for Directors designate of the Organised Crime Command (OCC) and Economic Crime Command (ECC) began in July and we expect to appoint both soon.

### **Funding arrangements for the Agency**

As we have previously said, SOCA's budget (including CEOP) will form the bulk of the NCA's delegated budget. In the first full year of operations (2014/15) that is now expected to be around £403m (reflecting NPIA functions that have been transferred, or will shortly transfer). Like SOCA, the NCA will also have supplementary funding streams, which fluctuate year on year (around £40m in 2012/13). We expect these arrangements will continue for the NCA, as will CEOP's ability to raise and hold funds from donors. As I explained when I last wrote, the NCA budget will continue to develop, as the precursor landscape evolves and delegated budgets are revised.

I welcome the opportunity to provide you with this update on our progress and I look forward to seeing you and the rest of the Committee on 16 October.

**Keith Bristow QPM, Director General  
National Crime Agency**

**October 2012**

**Supplementary written evidence submitted by the National Crime Agency [LSP 18a]**

**Email from National Crime Agency to the Committee, 25 October 2012**

**Keith Bristow's evidence session**

Keith Bristow said he would go back to the Committee in response to Steve McCabe's questions around £3m funding for coordinating intelligence around organised crime in the last financial year. The response on that point should be as follows:

"The National Crime Agency as such would not have been given any money to coordinate intelligence in the last financial year. We believe that the £3m figure quoted by Steve McCabe MP refers to a range of funding that was budgeted by the Home Office in 2011/12 to cover organised crime coordination more broadly, including the Organised Crime Coordination Centre (OCCC) housed within SOCA.

The Organised Crime Coordination Centre is a key building block for the National Crime Agency's Intelligence Hub. It is already in place and is being developed with partner agencies; enabling police forces and other law enforcement partners to identify linkages between organised crime groups and agree the best approach for tackling them.

Although Home Office funding was set aside in 2011-12, the OCCC was ultimately funded from within SOCA's budget that year. In 2012-13, the Home Office has budgeted £1.958m of additional funding to support the operation of the OCCC. In addition to this, SOCA also supports the OCCC from their ongoing budget in terms of providing officers and staff, premises and IT."

**National Crime Agency**

**October 2012**

**Written evidence submitted by the Home Office [LSP 19]**

**Letter from Rt Hon Damian Green MP, Minister of State for Policing and Criminal Justice, to the Chair of the Committee, 30 October 2012**

I am grateful to the Committee for launching an inquiry into leadership and standards in the police. Recent events regarding police integrity and the creation of the College of Policing provide a timely opportunity for these issues to be considered. The Committee will already be aware, following the debate in the House on the report of the Hillsborough Independent Panel, my Right Honourable friend the Home Secretary undertook to provide further detail to Parliament on proposals to address police integrity before Christmas.

As you are aware, the Home Secretary announced the selection of Alex Marshall as the Chief Executive on 24 October and we expect to make an announcement on the chair in due course. Once in post, we anticipate that the senior leadership of the College will take a number of decisions about the way in which the College will operate following its creation.

Please find enclosed the Government's written submission. If you require any further information or evidence on any issues, I would be pleased to provide it.

Rt Hon Damian Green MP  
Minister of State for Policing and Criminal Justice

**MEMORANDUM**

**Summary**

1. The British model of policing by consent is one of which we are rightly proud. Every day, police officers risk their lives to protect the public, intervening in often dangerous situations, usually unarmed. They command the authority of the public because they carry out their work with the public's consent. The Government is committed to maintaining this model.
2. To enable it to thrive, it is essential that the police abide by the highest standards. It is vital that we have confidence in police leadership to take difficult decisions; that new recruits to the police have the right skills, abilities and aptitude to provide an effective service to the public; that existing police officers have the right incentives to ensure that they acquire the skills they need to fight crime; and that police officers and staff abide by the highest standards of integrity.
3. The Government has embarked on an ambitious programme of reform aimed at improving standards in the police. In 2010, it commissioned Tom Winsor to carry out a review of police pay and conditions to make recommendations so that pay and conditions of service could maximise officer and staff deployment to frontline roles where their powers and skills are required, that were fair and reasonable for the taxpayer and police officers and staff and facilitate the introduction of modern management practices in the police. Tom Winsor reported in March 2011 and March 2012.



4. In 2011, the Police Reform and Social Responsibility Act received Royal Assent. This removed the role of central Government from the appointment of senior police officers outside London, handing responsibility to those closest to the public: Police and Crime Commissioners and Chief Constables.
5. In 2011 in response to revelations about phone hacking, the Government established the Leveson Inquiry and commissioned the Independent Police Complaints Commission to report on police corruption and Her Majesty's Inspectorate of Constabulary to consider instances of undue influence, inappropriate contractual arrangements and other abuses of power.
6. The Government will establish the College of Policing, first as an interim body and then as a statutory body as soon as Parliamentary time allows. The College will have a key role in improving standards in police leadership, for new police recruits, for existing police officers and to ensure that the police uphold the highest standards of integrity. This is an ambitious series of reforms. They are necessary to maintain the British model of policing.

## **Raising standards**

7. We are fortunate in this country to have the finest police in the world. It is important that police officers and staff continue to acquire and develop the skills they need to provide a high quality service to the public.

### *Police Leadership*

8. At the most senior levels in the service, the public must have the confidence that those appointed to the most senior ranks have undergone rigorous examination and assessment before appointment. To ensure that this is the case, the Government has made it a statutory requirement for aspiring senior police officers to pass both the Senior Police National Assessment Centre and the Strategic Command Course before gaining promotion to the rank of Assistant Chief Constable.
9. On 15 November, Police and Crime Commissioners outside London will be elected. They will have the sole responsibility for the appointment of Chief Constables. They will hold their Chief Constable to account for the delivery of an efficient and effective police force, one which delivers policing and community safety services in the local and national interest. To do this, Chief Constables will need to understand fully the concerns of their communities, bringing communities closer to the police, building confidence in the force and ensuring trust. PCCs, with their powerful directly elected mandate, will hold Chief Constables to account for the extent to which they are able to grasp the concerns of their communities. They will have the ultimate power to remove poorly performing Chief Constables.
10. On 22 November, the powers of Chief Constables to appoint Deputy and Assistant Chief Constables will come into force. This will give Chief Constables the power, for the first time, to appoint the rest of their top teams. Since Chief Constables need to understand fully the concerns of their communities, they are best placed to take decisions about the mix of skills, abilities and individuals they need on their

top team in order to provide an effective policing service to their communities. They will be held to account for the decisions they take by their PCC.

### *New Recruits to the Police*

11. Below chief officer ranks, the Government is committed to raising standards. Tom Winsor's Independent Review of Police Officer and Staff Remuneration and Conditions contained a series of recommendations aimed at improving the skills and abilities of police officers and staff.
12. For those wanting a career in the police, Tom Winsor recommended that they should hold either a level three qualification, or else have served as a member of the Special Constabulary, a PCSO or in another police staff role considered by a Chief Constable as appropriate experience. To provide the most effective service to the public, it is imperative that the police recruit the very best candidates. Raising the standards of new recruits to the police will enable officers to provide a more effective service to their community. They will be able to work with less supervision as they will be more able to take the right decision and follow the correct process. This will free up those working in a supervisory role, enabling police forces to deploy more resources to the frontline.
13. Tom Winsor also recommended the introduction of a fast track scheme for promoting rapidly the very best candidates. The police currently have a scheme, the High Potential Development Scheme, which aims to promote candidates to the rank of Inspector within five years. Tom Winsor recommended that the police should be more ambitious and seek to promote the most capable officers to the rank of Inspector within a period of three years. The Government believes it is important that the police are able to promote its most talented and able officers to senior positions more quickly.
14. Currently, there is only one route to the police for those wanting a career as a police officer: to start as a Police Constable. Leadership skills needed in more senior ranks cannot be tested rigorously enough during the constable recruitment process.
15. The Government recognises that there are outstanding leaders in the police in England and Wales. However, it is not in the best interests of the police or the public that the police can only select its leaders from a narrow pool of officers. Tom Winsor has recommended the introduction of a scheme to recruit individuals from outside the police directly at the rank of Superintendent and, for those with relevant experience overseas, at the rank of Chief Constable. These recommendations will provide the police with access to a wider pool of talent than is the case currently making it more able to fight crime and protect the public. The Government will be consulting on these recommendations.

### *Serving Police Officers*

16. The Government is also committed to raising the skills of those officers currently in the service. For too long, there has been insufficient incentive for officers to develop their skills. For the vast majority of police officers, the only determinant of

pay progression has been length of service. Experience and time served are not the sole determinants of how ably a police officer can provide an effective service to the public. To do so, they must also have the right training, the right knowledge and the right skills.

17. The recommendations in Tom Winsor's Review propose a move away from a system in which pay progression is largely governed by time served and towards a system where those who seek to develop their skills and work in the most challenging roles are rewarded more fairly for their efforts. This will mean focusing pay where it provides greatest incentive to the acquisition of skills and provides greatest encouragement to creating a culture of continuing professional development.
18. The Government believes that these recommendations form a good basis for discussion and consultation, including through the formal police negotiating machinery.

### *Police Integrity*

19. Allegations of unlawful or inappropriate behaviour by police officers must be taken seriously. Such allegations can undermine public confidence in the police and their ability to provide an effective service to the public. The Government has consistently acted on concerns about police integrity. Following the revelations about phone hacking in July 2011, the Government established the Leveson Inquiry to examine relationships between the police, politicians and the press. The Government also commissioned the IPCC to report on police corruption and HMIC to consider instances of undue influence, inappropriate contractual arrangements and other abuses of power in police relationships.
20. Both the HMIC and IPCC reports made clear that corruption is not widespread, nor is it considered widespread, in the police. The IPCC report also made clear that, where corruption does exist, it is corrosive of the public trust that is at the heart of policing. The police recognise that it cannot be complacent about police integrity. The Government is grateful for the work ACPO have done on reviewing existing governance arrangements for professional standards in each police force and including enhanced training on integrity as a part of the Strategic Command Course.
21. However, the Government will not allow problems that give wider cause for concern in relation to the integrity of the police to affect public confidence. Lord Justice Leveson will report shortly on the findings of his inquiry, and operations Elvedon and Weeting continue to uncover the involvement of individual police officers and police staff in the activities of News International. The report of the Hillsborough Independent Panel raises further issues that strike at the heart of the trust the public have in police officers. Operations Elvedon and Weeting and the report of the Hillsborough Independent Panel generates a level of public concern and loss of confidence in the police that is damaging to the reputation of the vast majority of decent, hard-working police officers, and therefore to the service's ability to police with consent.

22. It is partly for this reason that the Government has significantly reformed the policing landscape and the accountability mechanisms for the police. As part of this reform agenda, we are establishing the College of Policing that will put police integrity and transparency at the heart of its work to protect the public interest. How the College works alongside HMIC and the IPCC to build public confidence is of the utmost importance.

## **The College of Policing**

23. The College of Policing will be central to future work to raise standards. The core mission of the College will be to fight crime and to safeguard the public by ensuring professionalism in policing. It will do this through the delivery of five key areas of responsibility.
24. First, it will have responsibility for setting standards and developing guidance and policy for policing, as well as the frameworks within which those standards can be tested. It will develop the national police curriculum for police training. It will devise and carry out examinations and assessments to determine the suitability of individuals seeking a career in the police or those wishing to gain promotion. Depending on the outcome of negotiations through the Police Negotiating Board, these frameworks may determine the way in which police officers are rewarded. Aspects of the business area structure that currently rests within ACPO will, where relevant, be integrated into the governance of the College of Policing.
25. Second, it will build and develop the research evidence for policing. To ensure that the police in England and Wales continue to provide a high quality service to the public, the College will ensure that police forces, as well as individual police officers and staff, are able to learn from the very best examples of policing across the world. The research evidence should be capable of being used by both police officers and staff in the course of their day-to-day work. The College will facilitate its use. The research evidence should also be used by PCCs to inform the way in which they spend their budgets. The College should work alongside academics to help build this evidence, although police officers and staff should play a central role in this work.
26. Third, it will support the professional development of police officers and staff. Although the College will be responsible for delivering some training, the emphasis will be much more on its role in developing a market for police training. Analysis carried out by Deloitte suggests that only 8% of expenditure on police training is on that provided by organisations outside the police. This equates to approximately £290 million. The Government recognises that there are some fields where it will continue to be appropriate for the College to deliver its own training, particularly those that are high risk, low volume and require the use of specialist equipment. However, over time the College will deliver less training directly and, instead, play a greater role in accrediting, licensing and quality assuring third party training providers.
27. Fourth, it will support the police, other law enforcement agencies and those involved in crime reduction to work together. To respond efficiently and effectively to the threat of serious organised crime and terrorism, police forces will need to

work across boundaries, either between police forces or other organisations. The College of Policing, through its work to set standards and to accredit and quality assure training will support the police and those other organisations involved in crime reduction to work together.

28. Fifth, it will act in the public interest. As part of its role in enhancing this model, the College will be responsible for maintaining and promoting the ethics and values of policing. Reflecting the Government's approach, the College will be more accountable to the public by the inclusion of a number of Police and Crime Commissioners on the governing board of the College.
29. The creation of the College will reflect best practice from other professional bodies. Policing is a crucial public service and the governance of the professional body must reflect this. The College must be governed in the professional interest to ensure that its decisions have credibility and legitimacy. To achieve this, the Chief Executive will be a senior police officer and the board will have representatives of Chief Constables, the superintendent ranks, the federated ranks and police staff.
30. The College must also be governed in the public interest. Bodies responsible for setting standards in other, key public services in the United Kingdom in fields such as medicine, nursing, dentistry and the legal profession are governed in the public interest. The College of Policing should follow their examples, as well as those operating in other professions internationally. To ensure the College is governed in the public interest, the chair of the board will be independent of the police. The composition of the board will follow the examples of the General Medical Council, the General Dental Council and the Nursing and Midwifery Council. It will contain an equal split between police representatives and non-police representatives, including Police and Crime Commissioners.

Home Office  
October 2012

**Written evidence submitted by the  
National Policing Improvement Agency [LSP 20]**

The National Policing Improvement Agency (NPIA) welcomes the opportunity to contribute to the Home Affairs Committee (HAC) Inquiry on Police Leadership and Standards.

The NPIA is a Non Departmental Public Body (NDPB) whose functions are to be phased out by 31 December 2012. Its key responsibilities have been to develop and manage core policing ICT infrastructure (National Police Databases, Airwave, Police National Network etc) and provide police leadership and development training.

As the major provider of leadership and training services to policing and the development of evidence based practice and standards, we have a unique perspective helping the Home Affairs Committee's consideration of police leadership and standards.

It is not appropriate for the NPIA to give an opinion on how the College of Policing should be managed or operated. Our evidence is intended to provide factual information about the historical and current position in respect of the evolving role of police leadership.

As requested we have provided a briefing in grid form showing where our functions have moved in the new landscape (see Annex A). We are also responding directly to questions 2.2-2.4 and 2.8-2.9 of the Consultation and have included a brief overview (see Annex B) of the history of police leadership services, our current role in the leadership arena and the future of those services following the closure of the NPIA.

**Paul Minton**  
**Acting Chief Executive Officer**  
**National Policing Improvement Agency**

## **2.2. WHAT LESSONS CAN BE LEARNT FROM OTHER PROFESSIONAL BODIES WITHIN THE UK AND FROM OTHER PROFESSIONAL BODIES IN OTHER COUNTRIES?**

### **Professional bodies within the UK**

The term 'professional body' is used in the UK to describe a variety of organisations with very different remits. At the broadest level, the bodies can be distinguished based on whether they operate to protect the interests of the profession or the public interest. Where the balance lies for a particular professional body will vary. Those focused on protecting the public interest, include, statutory or regulatory bodies which set standards of professional competence (such as the Nursing and Midwifery Council; and the General Medical Council). Others also act as a trade union focusing on protecting their members' interests (The Royal College of Nursing, the British Medical Association). There are other models which fall somewhere along this

continuum, including those bodies that are learned societies for particular academic disciplines (e.g. the Institute of Physics) or those that operate a quasi-regulatory function (the Chartered Institute of Personnel Development).

The College of Policing is being established in the public interest. It will set the standards for the profession; identify, share and enable the use of evidence of what works in policing; support the education and professional development of police officers and staff, and enable and motivate staff and partners to work together to achieve a shared purpose. This is to ensure that police officers and staff continue to develop the skills and abilities to fight crime and protect the public.

### **Police professional bodies in other countries**

The NPIA have conducted a review of the structure of policing in eight countries (see Annex E) to understand how those countries organise the provision of operational policing and selected support services to the frontline. The review identifies which different aspects of these services are provided at different organisational levels - nationally, regionally, locally or outsourced to other organisations.

Only one other dedicated police professional body could be identified - the Australasian Institute of Policing<sup>1</sup>. Other countries, where policing is delivered at a regional level, have a central police body or bodies that operate at a national level and deliver some functions similar to those that are intended to be delivered by the College of Policing. The National Police Agency in Japan, for example, is a central coordinating body, whose main role is to determine general standards and policy and have responsibility for police training, standards of recruitment and inspection.<sup>2</sup>

### **Lessons learned from other professional bodies**

The NPIA have not identified any research formally identifying lessons learnt from other professional bodies. That said, there are a number of challenges to the role of a professional body that have been highlighted through informal communication, descriptive research and reports in the media.

A key area for learning is around maintaining public trust in the body and the profession (particularly those that self-regulate) and the importance of legitimacy in the practice of professional bodies to drive up public confidence<sup>3</sup>.

- Having clear separation between the representation of professionals in relation to employment matters, contracts or pay and in protecting the public interest is likely to be important in building public trust. The College is not the representative body for any of the members of the policing profession as this function is provided by the existing staff associations i.e. the Police Federation, Superintendents Association and the Chief Police Officers' Staff Association.
- Governance is also likely to be important in building public confidence. The Royal College of Nursing Council (RCN), which is responsible for the overall governance of the RCN and ensures it meets its statutory purposes, is made up of nursing professionals directly elected by RCN members. The College of Policing will have an appointed Chair, independent of the service, and its Board will have an equal balance of police and non-police representatives, including Police and Crime Commissioners (PCCs). The PCCs and the non-

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<sup>1</sup> [https://www.aipol.org/vb/cmpps\\_index.php](https://www.aipol.org/vb/cmpps_index.php)

<sup>2</sup> Internal RAI Paper on International Policing Models (July 2012)

<sup>3</sup> Gold, J., Rodgers, H., & Smith, V. (2002). The future of the professions: are they up to it? *Foresight* 4(2),

police service representatives will help to ensure that the body serves the public interest.

Professional bodies also often have a role in managing the level of bureaucracy for their profession.

- The Higher Education Better Regulation Group (HEBRG) has examined the challenges in defining professional, statutory and regulatory bodies (PSRBs) and how they work with higher education<sup>4</sup>. The review found that most professional bodies placed maintenance of standards at the heart of their work often as part of their statutory responsibility to ensure minimum standards to enter a profession. The burden of quality monitoring against the standards was identified as a significant issue for HE staff.
- In policing, Jan Berry<sup>5</sup>, HMIC and others have previously commented about the need for standards and guidance to be created often as a proportionate approach to the reduction of risk, in order to reduce associated bureaucracy. The College of Policing intends to build on the work delivered by NPIA, on behalf of the tripartite partners, to consolidate guidance into Authorised Professional Practice (APP) and significantly reduce the amount of national guidance in circulation, encouraging the use of professional discretion and bringing consistency.

### **2.3 IS IT POSSIBLE FOR ONE INSTITUTION TO BALANCE RESPONSIBILITIES FOR: REPRESENTING POLICE SERVICES; SETTING AND UPHOLDING STANDARDS; TESTING AND REWARDING; TRAINING; AND GUARDING PUBLIC INTERESTS?**

The NPIA is responsible for delivering police leadership training and the development and sharing of evidence-based practice influencing standards across the police service and works alongside other core policing institutions many of whom will remain in the new landscape. The College of Policing will interact with many of those same institutions. These include:

- Her Majesty's Inspectorate of Constabulary (HMIC)
- Independent Police Complaints Commission (IPCC)
- Association of Chief Police Officers (ACPO)
- Home Office
- Police Federation/Superintendents Association

The institutions mentioned would all to a degree have to balance those responsibilities listed in question 2.3 with the public interest.

The NPIA's experience in balancing responsibilities has included challenges such as:

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<sup>4</sup> Higher Education Better Regulation Group (HEBRG), 2011, Professional, statutory and regulatory bodies: an exploration of their engagement with higher education, available at [http://www.hebetterregulation.ac.uk/OurWork/Documents/HEBRG\\_PSRB%20report\\_FINAL.pdf](http://www.hebetterregulation.ac.uk/OurWork/Documents/HEBRG_PSRB%20report_FINAL.pdf), accessed 23 January 2012.

<sup>5</sup> Berry, J. (2010) Reducing Bureaucracy in Policing – Full Report, available at <http://www.homeoffice.gov.uk/publications/police/reducing-bureaucracy/reduce-bureaucracy-police?view=Binary>



- a) demonstrating value for money
- b) creation of internal/external bureaucracy
- c) buy-in from the service
- d) working in silos
- e) lack of independence

Solutions that were implemented with varying degrees of success to meet the challenges were:

- a) emphasis on business planning/performance and risk management
- b) embedded gateway challenging internal/external processes
- c) strong project/programme management regime whilst building closer working relationships with stakeholders, in particular with ACPO being key reference group leads.
- d) portfolio management/robust commissioning process
- e) governance structure with independent non-executive Board representation

In conclusion we believe it is possible for a single institution to balance those responsibilities listed in 2.3 and we expect that the College will bring coordination and synergy to protecting the public interest in this area especially as it moves to statutory status independent of government.

## **2.4 WOULD IT BE PREFERABLE TO CREATE TWO SEPARATE INSTITUTIONS TO PROVIDE DELIVERY FUNCTIONS AND PROFESSIONAL REPRESENTATION?**

The government reform programme aims to consolidate the landscape. It is the intention that the work of policing business areas will be integrated into the College of Policing. This will bring the delivery and professional representation functions closer but the operational responsibility for forces will continue to remain separate not within the College.

### **Single Organisation Structure**

In the NPIA's experience where delivery and representation are contained within the same organisation there is a need to ensure that adequate controls are in place so they do not become self-serving. These measures include a strong independent commissioning process supported by an independent governance process. This involves separating business design and technical delivery functions by creating business and technical design authorities to generate and manage requirements.

Following on from a strong commissioning process is the need for a robust portfolio management function. This is to ensure that the organisation takes a joined-up approach avoiding silo working which can be typical of large organisations with competing internal operational interests.

The NPIA has also found that there are benefits and drawbacks to a single organisation that both defines standards and is then responsible for delivering them. An organisation that covers both aspects in one organisational infrastructure benefits through more efficient development and implementation processes. However, there isn't the same level of scrutiny in the creation and implementation of those standards due to a lack of delineation. Therefore, the development of good quality assurance, licensing and accreditation processes are essential in order to counteract this dis-benefit.

### **Organisations where the functions are separate**

Our experience is that where delivery functions and professional representation are separate there is a different set of concerns.

Delivery organisations can have problems understanding the business requirement and likewise professional representation have problems articulating it. Thus making it difficult for the delivery organisation to prioritise its' resources.

The remedy is similar to that of a single organisation. The creation of a strong portfolio management function in the delivery organisation and a gateway between both organisations ensuring the professional body has an idea of the capacity of the delivery organisation to resource the business requirement.

Where the professional organisation is a loose arrangement i.e. there is no statutory obligation to act together, new products can be generated, which once delivered are not taken up by all members of that profession. National mandated standards along with good quality assurance, licensing and accreditation can help in this respect. Similarly, the ability to role out national standards and processes allows product delivery to be mechanised ensuring value for money. Lack of national standards can lead to bespoke development increasing costs exponentially. Delivery organisations in the ICT arena can be particularly susceptible to this.

## **2.8 ARE POLICING RECRUITMENT PROCESSES FAIR AND OPEN, AND HOW COULD THEY BE IMPROVED?**

For the purposes of this response, policing recruitment processes have been considered not only to represent the initial recruitment into the police service, but also the national processes in place for recruiting / selecting officers into roles in higher ranks. An overview of the current workforce balance is outlined in Annex C and an overview of all primary assessment processes is outlined in Annex D.

### **What processes are in place to ensure fair and open recruitment?**

National recruitment standards for the role of a police constable and special constable currently exist in terms of eligibility for appointment, many of which are based on the Police Regulations and Special Constable Regulations. These are set out in various circulars:

- NPIA 03/2012 Police Service Recruitment: Biometric Vetting Checks
- NPIA 02/2011 Police Service Recruitment: Eligibility criteria for the role of police constable
- NPIA 01/2011 – Special Constables: Eligibility for recruitment
- NPIA 06/2011 - Police Officer Recruitment: SEARCH® Pass Mark and Prioritising Candidates
- NPIA 02/2012 – Guidance on fast tracking a former police officers into the special constabulary
- Home Office 25/2003 – National Recruitment Standards: Police Eyesight Standards
- Home Office 43/2004 – National Recruitment Standards: Recruitment fitness testing
- Home Office 59/2004 – National Recruitment Standards: Medical Standards for police recruitment

These national standards assist in helping to achieve consistency, transparency and fairness in the recruitment process across all forces. They also ensure clarity for applicants and for those who may wish to consider a career in the police service. These job related standards also reduce the risk of legal challenge at employment tribunals.

For a number of the recruitment / assessment procedures currently in place for the police service, mechanisms exist not only to set the standards, but also to administer and quality assure the assessment processes on a national co-ordinated basis.

These processes apply to certain roles and ranks (i.e. entry level, sergeant, inspector, High Potential Development Scheme (HPDS) selection and Senior Police National Assessment Centre). They do not provide comprehensive coverage across the full rank structure (e.g. selection for chief inspector, superintendent ranks is done at a local force level).

### **Standards Used for Assessment**

These are primarily included within the Policing Professional Framework<sup>6</sup>, which includes the National Occupational Standards and Policing Personal Qualities (or competencies) associated with each rank / role in the service.

The NPIA has worked in close collaboration with Skills for Justice in the development and maintenance of the Policing Professional Framework, and the long-term ownership and maintenance of the framework is likely to be an early consideration for the new College of Policing.

### **Assessment Design Processes**

To ensure that the recruitment and promotion assessment processes identify the right people and are fair to all candidates, a multi-stage assessment design model is used. This includes extensive consultation about the required standards and expectations of the roles with a range of key stakeholders, including Police Staff Associations, Force Recruiting Teams, Independent Diversity Advisors, Positive Action Teams, post holders as well as members of the wider community. All design processes are overseen by Chartered Occupational Psychologists who are transferring into the College.

### **Evidence of Effectiveness**

A significant body of evidence has been assembled to demonstrate the effectiveness of the assessment centre<sup>7</sup> methodology currently used for the national recruitment and selection systems in selecting the right people.

In addition to the regular analysis of candidate performance, separate studies have been completed which demonstrate that performance at the assessment centre processes predicts future performance in the role<sup>8/9</sup>.

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<sup>6</sup> See <http://www.skillsforjustice.com/Other-Products/PPF-for-the-Policing-and-Law-Enforcement-sector->

<sup>7</sup> Hardison, C. M., & Sackett, P. R. (2007). Kriteriumsbezogene Validität des Assessment Centers: lebendig und wohlauf? [Criterion-related validity of assessment centers: Alive and well?] In H. Schuler (Ed.), *Assessment Center zur Potenzialanalyse* (pp. 192–202). Gottingen, Germany: Hogrefe. *Potenzialanalyse* (pp. 192–202).

<sup>8</sup> Predictive Validity of the Police SEARCH® Recruit Assessment Centre, CENTREX internal report

<sup>9</sup> Predictive Validity of the Specials Recruit Assessment Process. NPIA Internal Report, 2011.

Consistency of assessment is also critical in such a large scale assessment process – this has also been demonstrated through inter-rater reliability research.<sup>10</sup>

In addition, candidates tend to report that the assessment centre approach is considered to be fairer than other selection approaches<sup>11</sup>. In the nationally provided police assessments candidates are surveyed and asked about a range of issues including perceived fairness. Ratings regarding fairness tend to support reports of perceived fairness found in the general literature.

In addition, the Senior Police National Assessment Centre has also been shown to predict subsequent performance<sup>12</sup>.

Further details of the research that has been conducted can be provided on request.

### **Entry Level**

At initial entry into the police service, there are three nationally co-ordinated assessment processes:

- Police SEARCH<sup>®</sup> Recruit Assessment Centre (Police Constables)
- PCSO Recruit Assessment Process (Police Community Support Officers)
- Specials Recruit Assessment Process (Special Constables).

All of these primary assessment processes can be preceded by Competency Based Application forms, and a number of forces are now using additional sifting criteria to manage the high numbers that are applying to join the service.

For the recruitment of Police Constables, some forces have used an additional interview once the national assessment centre has been completed.

At the time of writing, there are no national recruitment processes in place for high volume police staff roles, although NPIA have recently developed a selection assessment for the Call Handler role.

A short summary of each of the primary assessment processes discussed above is provided in Annex D.

### **What monitoring do we do?**

The central co-ordination of each of the assessment processes enables the gathering of national data on all candidates, both in terms of key biographical factors, and also their performance in the assessment process.

Through capturing this data on a regular basis, the NPIA is able to provide regular national analysis reports for each of the national assessment processes.

In addition to this, NPIA has regularly conducted further statistical analysis, which helps to determine the biographical factors most associated with success at the assessment process. For the Police SEARCH<sup>®</sup> constable recruit assessment centre, these have typically been candidates' academic attainment (those with higher previous academic attainment being more successful, sex (females tending to be more successful than males) and age (patterns vary across different assessment

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<sup>10</sup> Police SEARCH<sup>®</sup> inter-rater reliability report, CENTREX internal report.

<sup>11</sup> Hausknecht, J.P., Day, D.V. & Thomas, S.C. (2004). Applicant Reactions to Selection Procedures: An Updated Model and Meta-Analysis. *Personnel Psychology*, 57, 639-683.

<sup>12</sup> Predictive Validity of Senior Police National Assessment Centre (2011). NPIA Internal Report

processes). These analyses have been conducted by independent diversity advisors and statisticians<sup>13</sup>. First language, ethnic origin and religion have also been found to be related to success but to a lesser extent and these findings are not consistent year on year.

Analysis of factors associated with success at the Police SEARCH<sup>®</sup> assessment centre was also conducted by Professor Richard Disney for the independent analysis are part of the recent Winsor review (Winsor Part I, pp 79-101), which found that candidates' sex and previous policing experience (as a Special or PCSO) were particularly associated with success.

For the promotion processes to sergeant and inspector rank, results and analysis reports are provided after each process to the Police Promotion Examinations Board (PPEB). Ongoing analysis of progress within the National Police Promotion Framework (NPPF) is also reported to the PPEB.

### **What can be done to improve current processes?**

Recently, Tom Winsor conducted an extensive review of the recruitment processes within his Independent Review of Police Officer and Staff Remuneration and Conditions (Appendix B, pages 96-102).

Winsor made a number of recommendations in relation to the recruitment processes that have since been considered by the Police Advisory Board of England & Wales, which has subsequently made a number of recommendations to the Home Secretary. These include options for future minimum qualification requirements for joining the service as a police constable.

Work has also been commissioned by the Initial Police Learning and Development Programme (IPLDP) Central Authority to review the relationship between pre-join qualifications currently provided for the Police Service (e.g. the Policing Knowledge Certificate and Diploma<sup>14</sup>) and the recruitment assessment processes currently used within the police service.

Winsor also highlighted an article published in 2007 by Dr Ian Waters *et al*<sup>15</sup> in respect of the barriers to joining the police faced by people from black and minority ethnic communities, and what factors would encourage their interest in a career as a police officer.

The authors found that in those communities, the status of policing had been eroded and did not match other professions such as law and medicine. Other barriers included the nature of the job, particularly long hours and exposure to danger, perceptions of racism and sexism and the negative reaction of friends and family. The research also found that many respondents harboured significant ill-will towards the police. They also had a limited knowledge about what a police career would involve, and had fears about police culture. Nevertheless, some did express potential interest, with around one-third indicating that they might join the police. The Waters report concluded that the quality of the service provided to local ethnic minority communities was as important as any recruitment campaign. Poor personal

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<sup>13</sup> e.g. Stephenson, G., and Mallon, J. (2008) Patterns of variation in the success rate among candidates in the SEARCH 2007/08 process. Independently produced report for NPfA.

<sup>14</sup> NPfA Professional Entry to Policing Strategy - <http://www.npia.police.uk/en/19194.htm>

<sup>15</sup> Waters, N. Hardy, D. Delgado and S. Dahmann (2007) Ethnic Minorities and the Challenge of Police Recruitment, I., The Police Journal, Vol. 80, pages 191-21687

experiences, such as where the police stop and search individuals, could create significant, negative impressions of and feelings towards the police.

The findings about reactions from and the influence of friends and family in relation to considering a career in the police service is also supported by the analysis of the UK Graduates Career Survey in 2009 (unpublished). This analysis needs to be interpreted with caution, however, as it based on a non random survey of final year students from selected universities in the UK.

A Home Office report on recruitment was published in 2000 as part of its work to increase police recruitment from black and minority ethnic communities following the Macpherson report<sup>16</sup>. The report indicated that respondents who thought they would have support from family and friends appeared more likely to consider applying to the police service.

## **2.9 IS THE METROPOLITAN POLICE FORCE OVER-REPRESENTED IN SENIOR POSITIONS?**

In answering this question we have consulted the Metropolitan Police Service and are providing the comparative data as we are best placed to do so.

There is no single accepted definition within policing of what constitutes a senior position. As a result in practice some consider this to be Inspector rank and above, superintendent rank and above or ACPO level roles<sup>17</sup>. We have taken the definition to mean ACPO level roles and then more specifically chief constables.

Based on Home Office data<sup>18</sup> within England & Wales there are reported to be 134,101 officers (excluding BTP and central service secondees). Of these there are 32,140 (24.0%) in the Metropolitan Police Service (MPS).

There are 209 ACPO level officers in the 43 police forces. Of these, 35 (16.7%) are with the MPS. Therefore, the proportion of ACPO level officers serving in the MPS is less than the proportion of MPS officers in the police service.

Each force has a single chief constable, but the rank structure of the MPS is different. MPS have four Assistant Commissioners, one Deputy Commissioner and one Commissioner. The rank of Assistant Commissioner is considered to be equivalent to chief constable in other forces. This would mean the MPS has six out of the 48 chief constables (or equivalent) serving in the 43 forces of England & Wales rather than 1 as in every other force. In this sense the MPS is over-represented at this level by virtue of its different size and rank structure. Although given the MPS represents 24% of serving officers, its representation at Chief Constable level is only 12.5% of the total at this rank.

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<sup>16</sup> Stone V and Tuffin R (2000) Attitudes of People from Minority Ethnic Communities Towards a Career in the Police Service, Home Office Police Research Series Paper 136

<sup>17</sup> By ACPO level roles we refer to Assistant Chief Constables, Deputy Chief Constables and Chief Constables and their equivalents

<sup>18</sup> Home Office Statistics Bulletin. Police Service Strength July 2012

In order to become an ACPO officer those at superintendent and chief superintendent level undertake the Senior Police National Assessment Centre (PNAC).

Since 2007<sup>19</sup> 416 candidates have undertaken Senior PNAC. Of these, 51 (12.3%) have come to the assessment whilst serving as an MPS officer. This is lower than the MPS representation in policing overall and slightly lower than their representation within ACPO currently.

There have been 195 successful candidates, a success rate of 46.9%. Of these successful candidates 31 (15.9%) have been from the MPS. This is comparable with their representation within ACPO.

This data suggests that the MPS are, possibly under represented within the assessment which serves as the gateway to ACPO level roles. However, this only accounts for the force the officer is from at the time of taking Senior PNAC and does not consider whether or not they have served within the MPS at an earlier point in their career. This may or may not be considered to be relevant to the interests of the Home Affairs Select Committee.

### **Chief Constables**

Within the rank of chief constable (and equivalent) there are 48 officers serving in forces in England and Wales. Using the Home Office Senior Appointments Panel (SAP) database there are 10 (23.2%) forces out of 43 where chief constables or equivalents currently or previously served in the MPS at some level (i.e. PC or above). This is in keeping with the size of the MPS as a proportion of the police service overall.

Of the 48 officers currently working in forces at chief constable and equivalent level, 14 (29.2%) are currently or previously from the MPS. This exceeds the MPS proportion of the police service and ACPO. However, this may be in part because: the MPS has 6 posts at this level compared with only one in every other force; current employment is included; and employment at any rank has been included. For instance, of the 6 MPS posts only half previously worked for the MPS below ACPO level.

Therefore, it may be more appropriate to consider the proportion of chief officers who served in the MPS at ACPO level prior to their current role. Of the 48 officers there are 7 (14.6%) who have done this. This shows that in terms of previous employment the MPS is broadly proportionate to its representation within ACPO.

In addition, the question and Chair's note suggests there is something unique about the MPS's contribution to policing at chief constable level. In order to consider this fully it maybe useful to consider whether other forces make a similar contribution?

For example: Merseyside represent 3% of police strength and 1.7% of ACPO. However, there are 7<sup>20</sup> (16.3%) of the 43 forces whose chief constables currently or previously worked within this force. In addition they have 8 (16.7%) of the 48 officers currently serving at chief constable or equivalent level. These percentages exceed

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<sup>19</sup> Based upon Senior PNAC Annual Results and Analysis Reports 2007 – 2011, NPIA

<sup>20</sup> Based on those currently serving as chief constables. In instances where there is a suspension the role used for calculations is that of the substantive chief constable

Merseyside's proportion of both police strength and ACPO. They also show greater variance between their size and impact than the MPS. Please note this example has been drawn to illustrate this point that may be less, equally or more true of other forces too. A full analysis would be required to address this proposition in full.

## Annex A

### Where are NPJA products and services going?

NPJA products and services have been categorised under the following headings:

1. National Information Services
2. National Information Systems in Development
3. Training and Leadership Services
4. Workforce Development
5. Operational Support and Advisory Services
6. Knowledge, Professional Practice and Policy
7. Value for Money, Performance and Capability Building

#### 1. National Information Services

NPJA National Information Systems have transferred to the following destinations:

Product/Service	Sub Product/Service	Destination	Date of Move
Airwave		Home Office	1 October 2012
National Databases	PNC	Home Office	1 October 2012
	ViSOR	Home Office	1 October 2012
	National Firearms Licensing Management System (NFLMS)	Home Office	1 October 2012
	NABIS (Ballistics)	Home Office	1 October 2012
	NMPR ( Mobile Phone Register)	Home Office	1 October 2012
IDENT1 & Livescan Fingerprint Service		Home Office	1 October 2012
National DNA Database		Home Office	1 October 2012
National IT Systems Delivered by 3rd Party Suppliers	Automatic Number Plate Recognition (ANPR)	Home Office	1 October 2012
	Driver Offender Retraining System	Home Office	1 October 2012
	HOLMES2 (inc. National Mutual Aid Telephony Casualty Bureau)	Home Office	1 October 2012
	NSPIS	Home Office	1 October 2012
	JARD (Joint Access Recovery Database)	Home Office	1 October 2012
	Jtrack (IDIOM)	Home Office	1 October 2012



	Crime Mapper	Home Office	1 October 2012
	Code List Management System (CLMS) now called Listpoint	Home Office	1 October 2012
The Police National Database (PND)		Home Office	1 October 2012
National Identification Services	National Fingerprint Office	Home Office	1 October 2012
	PNC Reconciliation	Home Office	1 October 2012
	Microfiche Library	Home Office	1 October 2012
	Prison Licenses	Home Office	1 October 2012
	Subject Access	ACPO Criminal Records Office (ACRO)	1 April 2012

## 2. National Information Services in Development

NPIA National Information Systems in Development transferred to the following destinations:

Product/Service	Sub Product/Service	Destination	Date of Move
MIDAS and Lantern (Mobile ID)		Home Office	1 October 2012
PentiP		Home Office	1 October 2012
CRASH		Home Office	1 October 2012
Chief Technology Officer Programmes	Architecture, Technical Assurance and Test Services	Home Office	1 October 2012
	Information Assurance and Accreditation Services	Home Office	1 October 2012
Schengen Information System (SIS II)		Home Office	1 October 2012

## 3. Training and Leadership Services

NPIA Training and Leadership Services have transferred or will transfer to the following destinations (please note dates are subject to change but are planned working assumptions):

Product Service	Sub Product/Service	Destination	Date of Move
Learning Development, Strategy and Specialist Training Delivery	Forensic Centre	College of Policing	1 December 2012
	The National	College of	1 December 2012

	Centre for Applied Learning Technology (NCALT)	Policing	
	Initial Police Learning and Development Programme (IPLDP)	College of Policing	1 December 2012
	Learning Strategy and Development	College of Policing	1 December 2012
	Command Training	College of Policing	1 December 2012
	Quality Assurance and Licensing	College of Policing	1 December 2012
	Quality Assurance Management Systems (QAMS)	College of Policing	1 December 2012
	Proceeds of Crime Centre (POCC)	Interim move to Serious Organised Crime Agency (SOCA) before going to National Crime Agency (NCA)	1 November 2012
	Covert Training	College of Policing	1 December 2012
	Investigative Training	College of Policing	1 December 2012
	Police National Search Centre	College of Policing	1 December 2012
	ICT Learning Programmes	College of Policing	1 December 2012
Examinations and Assessment	National Recruitment Selection and Assessments	College of Policing	1 December 2012
	National Police Promotion and Selection	College of Policing	1 December 2012
	National Police Promotion Framework	College of Policing	1 December 2012
	Police Service Senior Selection Products	College of Policing	1 December 2012
	Beyond 360°	College of Policing	1 December 2012
National College of Police Leadership and Leadership Services	Core Leadership Development Programme	College of Policing	1 December 2012
	Foundation for	College of	1 December 2012

	Senior Leaders	Policing	
	Senior Leadership Programme	College of Policing	1 December 2012
	Leading Powerful Partnerships	College of Policing	1 December 2012
	Strategic Command Course	College of Policing	1 December 2012
	Senior Leadership programme for Special Constabulary	College of Policing	1 December 2012
	High Potential Development Scheme	College of Policing	1 December 2012
	Graduate Entry Programmes	College of Policing	1 December 2012
	Executive Development Programme	College of Policing	1 December 2012
International Academy, Bramshill		College of Policing	1 December 2012

#### 4. Workforce Development

NPIA products and services in Workforce Development have transferred or will transfer to the following destinations (please note dates are subject to change but are planned working assumptions):

Product/Service	Sub Product/Service	Destination	Date of Move
Workforce Strategy	Advisory Support on Occupational Health, Safety and Welfare	College of Policing	1 December 2012
	Performance Development Review	College of Policing	1 December 2012
	30 Plus Programme	Home Office	1 December 2012
	Special Constabulary and Police Support Volunteers Programme	Matters relating to legislation and employer supported policing will transfer to the Home Office. College of Policing will provide policy, set standards and continue to produce guidance.	1 October 2012 (Home Office) and 1 December 2012 (College of Policing)
	National Recruitment Standards	Matters relating to legislation will transfer to the	1 October 2012 (Home Office) and 1 December 2012 (College of Policing)

		Home Office. College of Policing will provide policy, set standards and continue to produce guidance.	
	National Fitness Standards	Matters relating to legislation will transfer to the Home Office. College of Policing will provide policy, set standards and continue to produce guidance.	1 October 2012 (Home Office) and 1 December 2012 (College of Policing)
	National Police Promotion Framework (NPPF)	Matters relating to legislation will transfer to the Home Office. College of Policing will provide policy, set standards and continue to produce guidance and support the Police Promotion Examinations Board	1 October 2012 (Home Office) and 1 December 2012 (College of Policing)

## 5. Operational Support and Advisory Services

NPIA Operational Support and Advisory Services have transferred or will transfer to the following destinations (please note dates are subject to change but are planned working assumptions):

Product/Service	Sub Products/Services	Destination	Date of Move
Operational Support	Specialist Operations Centre	Interim move to Serious Organised Crime Agency (SOCA) before going to National Crime Agency (NCA)	1 April 2012
	Crime Operational Support	Interim move to Serious Organised Crime Agency (SOCA) before going to National Crime Agency (NCA)	1 April 2012
	Central Witness Bureau	Interim move to Serious Organised Crime Agency (SOCA) before going to National Crime	1 April 2012

		Agency (NCA)	
	Serious Crime Analysis	Interim move to Serious Organised Crime Agency (SOCA) before going to National Crime Agency (NCA)	1 April 2012
	National Missing Persons Bureau	Interim move to Serious Organised Crime Agency (SOCA) before going to National Crime Agency (NCA)	1 April 2012
	Uniform Operational Support	College of Policing	1 December 2012
	National Injury Database	Interim move to Serious Organised Crime Agency (SOCA) before going to National Crime Agency (NCA)	1 April 2012
	CBRN	College of Policing	1 December 2012
	Police Gazette	College of Policing	1 December 2012

## 6. Knowledge, Professional Practice and Policy

NPIA products and services in Knowledge, Professional Practice and Policy have transferred or will transfer to the following destinations (please note dates are subject to change but are planned working assumptions):

Product/Service	Sub Product/Service	Destination	Date of Move
Forensics 21 Programme	Forensics Quality Standard	Home Office	1 October 2012
	ADAPT	Home Office	1 October 2012
	Next Generation Fingerprint System	Home Office	1 October 2012
	Eforensics	Home Office	1 October 2012
	Eforensics Hashset Database	Home Office	1 October 2012
	Protection of Freedom Act Implementation project	Home Office	1 October 2012
Forensics Pathology		Home Office	1 October 2012
Forensics Procurement		Home Office	1 October 2012

Forensics Policy		Home Office	1 October 2012
Forensics Innovation and New Business		Home Office	1 October 2012
Practice Improvement		College of Policing	1 December 2012
Criminal Justice and Local Policing	Manual Guidance for Preparation for Case Files	College of Policing	1 December 2012
	Integrated Offender Management	College of Policing	1 December 2012
	101 Non-emergency	Home Office	1 October 2012
	Support to delivery of National CJS Efficiency Programme	College of Policing	1 December 2012
	Digital Engagement and Social Media	College of Policing	1 December 2012
	Accountability through Community Engagement	College of Policing	1 December 2012
	Local Policing and Community Volunteering	College of Policing	1 December 2012
	Reducing Bureaucracy	Home Office	1 October 2012
	National Custody Liaison	College of Policing	1 December 2012
Equality, Diversity and Human Rights (EDHR)	EDHR Strategic Advice	College of Policing	1 December 2012
	Operational EDHR	College of Policing	1 December 2012
Research and Analysis	Research and Analysis	College of Policing	1 December 2012
	The National Police Library	College of Policing	1 December 2012
	POLKA	College of Policing	1 December 2012
Protective Services Programme	National Police Air Service (NPAS)	Project team to Home Office with the rest going to lead force, West Yorkshire	1 October 2012
	Coordination of CCD Activity	College of Policing	1 December 2012

## 7. Value for Money, Performance and Capability Building

NPIA products and services in Value for Money, Performance and Capability Building have transferred or will transfer to the following destinations (please note dates are subject to change but are planned working assumptions):

<b>Products/Services</b>	<b>Sub Products/Services</b>	<b>Destination</b>	<b>Date of Move</b>
Information Systems Improvement Strategy (ISIS)		Home Office	1 October 2012
National Procurement Hub		Home Office	1 October 2012
Efficiency and Knowledge Support Unit (formerly known as Cost Effectiveness, Capability Support and Continuous Improvement)		College of Policing	1 December 2012

## **Annex B**

### **AN OVERVIEW OF POLICE LEADERSHIP TRAINING**

#### **1. The Historical Context**

In 1948 the National Police College was established. From 1948 to 1960 it was located at Ryton-on-Dunsmore, Warwickshire, but it moved to a permanent base in Bramshill in 1960. In 1979 its name was changed to the Police Staff College,

The Staff College was headed by a Board of Governors, half appointed by the Home Secretary and half by local authorities. Junior, Intermediate and Senior Command Courses were run, for Inspectors/Chief Inspectors, Superintendents, and Chief Superintendents/Superintendents respectively. There was also the Special Course for sergeants.

Under Part 4 of the Criminal Justice and Police Act 2001 the Staff College at Bramshill became part of Centrex, the Central Police Training and Development Authority. Centrex had the responsibility for many aspects of police training and development. There had been a move away from running Police Training Centres to running police trainee/initial probationer courses in-house under the auspices of Centrex.

Centrex was responsible for overseeing the design and delivery of probationer training, investigators training and other key areas. Centrex was also responsible for evaluating police training to see if it actually works. Centrex also set the national police promotion exams, probationer development tests and advised on the assessment of recruits.

Centrex was replaced by the National Policing Improvement Agency (NPIA) on 1 April 2007 and as of that date Bramshill became part of the National Policing Improvement Agency who established the National College of Police Leadership in 2008.

In August 2010 Chief Constable Peter Neyroud was commissioned by the Home Secretary (Theresa May) to undertake a review of police leadership. The Neyroud Report 'Review of Police Leadership & Training' was published in March 2011 and contained recommendations for professionalising policing within the context of a professional body.

In December 2011 the Home Secretary announced the decision to create a professional body for policing which is to be established by the end of 2012. Meanwhile the Winsor Review produced its Part 2 report in March 2012. This report also contained reference to the professional body for policing.

On the 16 July 2012 The Home secretary laid a written ministerial submission which established that the professional body would be known as the 'College of Policing

## 2. The National College of Police Leadership

The role of the National College of Police Leadership (NCPL), based at Bramshill is to improve the quality of all our leaders through developing and delivering a range of leadership programmes for the police service. Our programmes have been developed with extensive consultation with forces to ensure they provide future police leaders with the skills and knowledge they need to serve the public.

The National College of Police Leadership has a mandate agreed nationally that it will:

- a) Continue to deliver the newly designed leadership development programmes for senior police leaders from chief inspector through to chief officer and police staff equivalents.
- b) Continue to develop and deliver this suite of leadership development products in consultation with partners, based upon the policing domains, to equip senior police officers and staff with the skills needed to deal with complex operational, business and executive leadership issues.
- c) Continue to work in partnership with ACPO and other public sector bodies to assist in developing expertise in:
  - I. the business skills to run an effective, efficient policing service and to make the necessary critical judgements - helping ensure the Service has the business and organisational management skills needed to improve value for money,
  - II. developing partnerships through the executive domain,
  - III. the operational and tactical areas of policing through the professional domain.
- d) Continue to develop a range of products, in partnership with ACPO leads that delivers top teams, reinforces business concepts and assists in delivering and managing the transformational changes currently taking place.
- e) Promote Equality and Diversity and encourage those from under-represented groups through the offering of relevant and targeted positive action programmes.

NPIA runs a number of key leadership programmes including the:

- **Strategic Command Course (SCC)** - The course is primarily delivered through a series of highly demanding strategic exercises which are designed to stretch the participants' knowledge, skills, attitudes and abilities across the executive personal qualities from the Policing Professional Framework. These are augmented by external speakers who bring their own experiences of leading at strategic level from a broad range of organisations. Additional expertise is provided by subject matter experts who work with the participants during the exercises.
- **Leading Powerful Partnerships (LPP) aimed at chief superintendents, police staff and other partners at equivalent levels** - The Leading Powerful Partnerships programme is designed for multi-agency leaders in senior roles who must work effectively to release innovation, influence others and enhance partnership working. The aim of the programme is to prepare participants to embrace the strategic



challenges and to enable them to reflect on the kinds of strengths that great leaders might require to develop powerful partnerships.

- **Senior Leadership Programme (SLP) aimed at superintendents and police staff equivalents** - The aim of the Senior Leadership Programme is to provide a structured leadership development programme to enable delegates to improve their leadership skills to meet the challenges facing the Police Service. This programme is designed for the development of Superintendents and equivalents in their current role, and for those aspiring for promotion to Chief Superintendent. Delegates are required to complete introductory modules of EDHR and Finance for Non Finance Managers prior to commencing the core modules of Executive skills, Professional Policing skills and Business skills. Each element of the programme consists of pre work, attendance and then the application of learning to the workplace.
- **The Foundation for Senior Leaders (FSL) aimed at chief inspectors** - The Foundation for Senior Leaders Programme consists of three separate modules. Each module is aligned to either the Executive Skills, Business Skills or Professional Policing Skills element of the National Leadership Strategy and can be used towards qualifications in 'Leadership and Management' with the Chartered Management Institute. It aims to provide delegates with the knowledge, understanding and skills required within the complex business of policing.

#### NCPL course deliveries 2011/12

Course title	Module	Deliveries	Delegates	Total delegates
<b>Leading Powerful Partnerships</b>	n/a	4	50	200
<b>Foundation for Senior Leaders</b>	Executive	13	24	312
	Business	11	24	264
	PPS	12	20	240
	Specials	4	16	64
<b>Senior Leadership Programme</b>	Executive	12	24	288
	Business	13	24	312
	PPS	11	24	264
	EDHR	11	24	264
	FNFM	12	24	288
<b>Positive Action Leadership Programme</b>	Junior	50	12	600
	Senior	6	16	96
<b>Strategic Command Course</b>		1	50	50
<b>Total</b>		<u>160</u>		<u>3242</u>

Key: PPS – Professional Policing Skills  
EDHR – Equality, Diversity & Human Rights  
FNFM – Finance for non-Finance Managers

- **The High Potential Development and Graduate Entry Schemes (HPDS)** - The current High Potential Development Scheme was launched in 2008 and is open to Constables and Sergeants. It is a national talent management programme which

involves academic studies (Warwick Business School Post Graduate Diploma in Police Management). NPIA delivered modules and supported development (e.g. action learning sets, secondments, etc). The scheme lasts for five years and when scheme members are eligible they can be promoted supernumery to force establishment. In the final year members can undertake a masters degree.

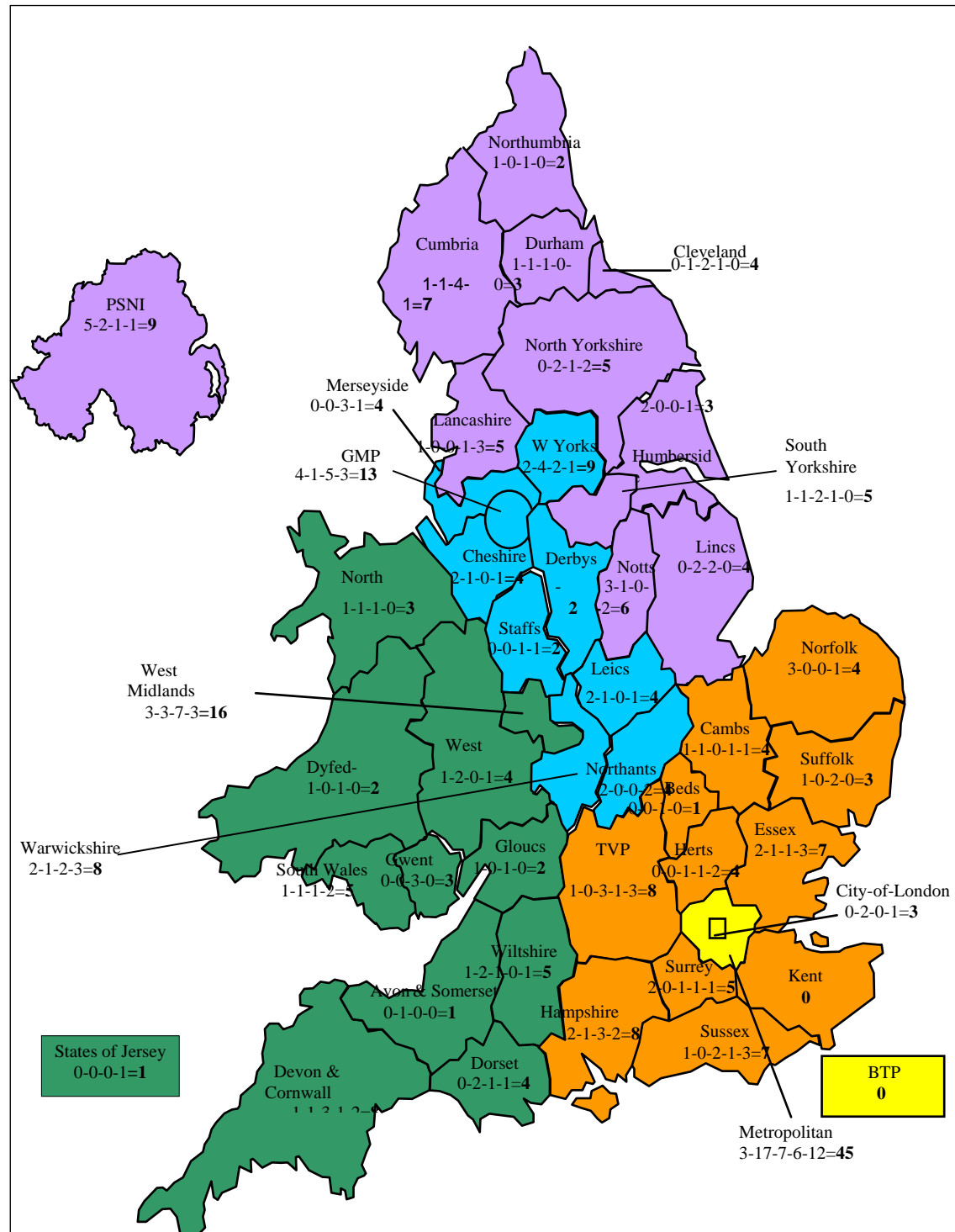
The initial stage of HPDS leads to Post Graduate Diploma in Police Leadership. After completion of the postgraduate diploma HPDS officers will undertake a period of professional consolidation, where they will apply their learning in force. High performing scheme members will also have the opportunity to study a Masters qualification in Police Leadership. HPDS officers will normally be promoted to the next rank when they satisfy the Chief Officer that they are competent which can speed up the progression of the HPDS officers, but standards are very high for these officers.

A graduate entry scheme is available for forces to use, where they have successful recruits who are graduates and who are showing high potential.

#### **HPDS Volumes**

Pre 2008 members	13
Cohort 1	63
Cohort 2	51
Cohort 3	58
Cohort 4	64
Cohort 5 (anticipated)	60
<b>Total</b>	<b>309</b>

The diagram shows the current HPDS delegates by force.



## Workforce Balance

The current police service workforce strength is routinely reported by the Police Service Strength Home Office Statistical Bulletin, and this source should be consulted for more in-depth analysis of current workforce balance (e.g. Dhani, 2012<sup>21</sup>).

An extensive analysis of recruitment and progression within the police service was completed by NPIA in 2010<sup>22</sup>, which reported on specifically on the attraction, recruitment and progression of female and BME officers within the police service.

### Gender

The current proportion of female officers in England and Wales is 27.0%. This compares to a proportion of 16.1% that was recorded in 1999.

There is an under-representation of females at the senior ranks of Chief Inspector or above (16.8 per cent) as compared with police constables where females account for 29 per cent of all officers (see Table 1).

In 1999, the proportion of female officers at the ranks of Sergeant and Inspector was 8.2% and 5.6% respectively. In contrast, in 2012, these figures had risen to 19% and 18%.

Between 2001 and 2003, 20.8% of the 2391 candidates attending the Police SEARCH<sup>®</sup> assessment centre were female. By 2011, this proportion of attendees had risen to 30.1%.

To provide context to this but not a direct comparison, females account for approximately 45 per cent of all those in employment across all occupations in the United Kingdom aged 16 to 59/64 (Office of National Statistics 2012)<sup>23</sup>.

### Ethnicity

As at 31 March 2012 Black and Minority Ethnic (BME) officers in England and Wales account for 5.0% of all officers. The proportion of BME Officers in the police service in England and Wales has increased in recent years from 1.9% in 1999, to 2.9% in 2003, to the current proportion of five per cent. The Metropolitan Police has the largest proportion of BME officers (10.1 per cent). Table 1 presents the proportion of BME Officers at each rank and shows that there is an under-representation at senior ranks as compared with police constables (Dhani, 2012). The current Police Service Strength document also provides an overview of how the proportion of BME officers has increased over recent years.

At the rank of Sgt, the proportion of BME officers was 1.2% in 1997, and at the Inspector rank was 0.6%. These figures have increased to 3.6% and 3.4% respectively in 2012.

Between 1994 and 1998, around 4% of applications to join the police service came from BME candidates<sup>24</sup>

<sup>21</sup> Dhani A 2012 Police Service Strength England and Wales 31 March 2012 Home Office Statistical Bulletin <http://www.homeoffice.gov.uk/publications/science-research-statistics/research-statistics/police-research/hosb0912/hosb0912?view=Binary>. This publication provides further breakdowns statistics on the police workforce including civilian staff, and breakdowns by age and police force.

<sup>22</sup> NPIA Equality in Employment Report – Policing in England & Wales 2010.

<sup>23</sup> Office of National Statistics 2012 Labour Market Release September 2012 Further national labour market statistics are available from <http://www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcm%3A77-222511>

<sup>24</sup> Career Progression of Ethnic Minority Police Officers, Police Research Series Paper 107. <http://webarchive.nationalarchives.gov.uk/+rds.homeoffice.gov.uk/rds/policerspubs1.html>

In contrast, for the most recent analysis period (November 2010 to October 2011), over 14% of successful Police SEARCH<sup>®</sup> candidates were from a BME background.

The increased proportion of BME candidates attending the Police SEARCH<sup>®</sup> recruit assessment centre means that the proportion of BME officers within the police service is likely to increase, although the recent downturn in recruitment numbers will moderate the rate of this change.

Females police officers from BME groups account for 1.2 per cent of all police officers in England and Wales. BME officers are particularly under-represented at ranks of Chief Inspector and above with 0.4 per cent of officers at these ranks being women from BME groups (Dhani, 2012).

To provide some context, although again not a direct comparison, employees from BME groups account for approximately 10 per cent of all those in employment across all occupations in the United Kingdom aged 16 to 59/64 (Labour Force Survey 2012).

**Table 1: Female and Black and Minority Ethnic police officer representation amongst police officers (including Central Service secondments) by rank as a 31 March 2012, England and Wales**

Rank	Percentage of Female Officers	Percentage of Black and Minority Ethnic Officers
ACPO rank	18	2.8
Chief Superintendents	12	3.2
Superintendents	16	3.9
Chief Inspectors	17	3.7
Inspectors	18	3.4
Sergeants	19	3.6
Constables	29	5.4
Total	27	5.0

Source: Dhani A 2012 Police Service Strength England and Wales 31 March 2012 Home Office Statistical Bulletin

In interpreting the statistics, it is important to recognise that the processes overseen by NPIA primarily qualify an individual for recruitment or promotion. They do not necessarily guarantee the individual the position in question, as this will ultimately be a decision for the employing force.

### **An Overview of Primary Assessment processes**

#### **Police SEARCH<sup>®</sup> Recruit Assessment Centre**

The Police SEARCH<sup>®</sup> assessment centre is the process used by forces in England & Wales to select applicants for the role of Police Constable.

The assessment centre was introduced in 2001, and is currently used by all 43 Home Office Police Forces, plus some non-Home Office forces. The assessment centre was established as a direct response to comment and recommendations made by previous Home Affairs Select Committees and HMIC Inspections.

The introduction of Police SEARCH<sup>®</sup> represented the first time in the Police Service's history where the 43 Home Office forces apply a systematic and transparent recruitment process for selecting police constables using a common system which applies a nationally agreed standard.

Since its introduction, over 100,000 candidates have been assessed using the Police SEARCH<sup>®</sup> assessment centre, and 70,000 candidates have been identified as being suitable for the role of police constable.

The assessment centre tests the skills and abilities needed to perform effectively as a Police Constable, and consists of four role acted interactive exercises, two written exercises, a competency based structured interview and two ability tests of numerical and verbal reasoning.

The assessment centre is designed and scored centrally, but is offered to forces in a range of different delivery options to meet their specific needs. Forces themselves can deliver the assessment centre, deliver it in collaboration with other forces, or have the assessment centre delivered centrally for them. Thus, while standards are set centrally and the system provides consistency across the country, the delivery of the system itself has sufficient flexibility to adapt to the specific needs of individual forces.

#### **PCSO Recruit Assessment Process**

The PCSO assessment process was introduced in 2006, much of the design and content was based on the success factors established through the Police SEARCH<sup>®</sup> assessment centre process.

Five exercises make up the Police PCSO Recruit Assessment Process; two role acted interactive exercises, two written exercises, and a competency based structured interview designed to test the skills and abilities necessary for effective performance as a PCSO. As of 2012, these exercises will form a subset of those included within the Police SEARCH<sup>®</sup> assessment centre, which acknowledges the overlap between the two roles and helps to streamline the recruitment processes across different roles.

To date over 10,000 candidates have attended the PCSO assessment process, and 19 forces have used the process.

#### **Special Constable Recruit Assessment Process**

The Special Constable assessment process was introduced in 2010, as part of the Special Constabulary National Strategy. The process was designed to reflect the requirements of forces – i.e. to have a job relevant selection system, which could be used flexibly by forces in evenings and weekends to suit the requirements of the role.

The current Special Constable Recruit Assessment Process consists of a situational judgement test, a written exercise and an interview. To date, over 5000 candidates have been through the process, and 30 forces have adopted the national model.

### **Initial Promotion – Sergeant & Inspector**

Selection into the roles of Sergeant and Inspector is currently supported by two national systems.

The OSPRE<sup>®</sup> Police Promotion system runs in 33 forces, and consists of the OSPRE<sup>®</sup> Part I examination of law and procedure, and the OSPRE<sup>®</sup> Part II work sample assessment centre. The OSPRE<sup>®</sup> police promotion system is designed and delivered by the NPJA, and has been in place since 1992.

The National Police Promotion Framework (previously known as the Police Promotion Trial) has been operating since 2002, and provides an alternative, four step selection process which includes recommendation by line manager (Step 2), law and procedure examination (Step 2 – same as OSPRE<sup>®</sup> Part I), in-force competency-based selection process (Step 3), and 12 month work-based assessment to demonstrate competence in the role (Step 4). The NPPF thus enables localised delivery of certain part of the promotion process, while operating under a national licensing and data capture arrangement.

A decision on the future of the sergeant and inspector promotion systems was recently referred by the policing Minister onto the College of Policing<sup>25</sup>. Therefore, in the coming months the College will have a critical role to play determining the future police promotion system, and subsequently assisting the service in implementing the outcomes of this decision.

The governance of the police promotion systems for Sergeant and Inspector currently falls to the Police Promotion Examinations Board (PPEB), under the terms of the current police promotion regulations.

A detailed evaluation of the National Police Promotion Framework was completed for the PPEB in April 2011<sup>26</sup>, which gave a comprehensive summary of the relative strengths and limitations of the two promotion systems.

### **High Potential Development Scheme (HPDS) Selection**

The scheme is overseen by the HPDS Professional Reference Group on behalf of the ACPO Workforce Strategy Business Area.

Access to the scheme is through a three stage assessment process. Stage one involves an in-force application which is required to be supported by the officer's line manager and force ACPO lead. In addition, many forces also undertake interviews. Stage two seeks to sift the high numbers of applicants by using a nationally designed and delivered written exercise and bespoke situational judgement test. Those successful go onto the final stage which is an assessment centre containing an interactive exercise, group exercise, oral briefing exercise and interview.

Stages two and three involve consistently trained and quality assured assessors from superintending ranks within the police service and non-service assessors who includes who have held senior management positions, undertaken senior selection in organisations and/or are members of police authorities.

Since its introduction there have been 1486 candidates apply. Comprehensive data for stages two and three have been kept throughout but data from stage one is available since 2009. Data is based on candidates self reported categories and some have chosen not to complete all categories so there is some missing data. However, based on the data there have been 1117 applicants. Of these there has been 702 (62.8%) male applicants 332 (29.7%) female applicants. This is higher than the female representation within policing. There have been 870 (77.9%) white applicants and 83 (7.4%) BME applicants. Again, this is a higher representation of BME officers than in policing in general.

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<sup>25</sup> Letter from Policing Minister to Chair of PPEB, 9<sup>th</sup> August 2012.

<sup>26</sup> <http://www.npia.police.uk/en/17779.htm>

Based on success at stage three (since 2008) there has been 382 male candidates with 161 (42.1%) successful. There have been 184 female candidates with 85 (46.2%) successful. There have been 525 white candidates with 226 (43.0%) successful and 37 BME candidates with 20 (54.0%) successful.

These results mean that as a proportion of successful candidates females represent 33.5% and BME officers 7.9%. These are higher than the representation of these groups within policing in general.

Candidates survey reports show candidates believe the process to be both fair and relevant.<sup>27</sup>

### **Senior Police National Assessment Centre (Senior PNAC)**

Senior PNAC is a nationally designed and delivered assessment centre. It is open to officers of superintendent or chief superintendent ranks.

Applicants are required to complete an application which must be supported by their chief constable. Supported applicants undertake the assessment which includes a written exercise, group negotiating exercise, media exercise, chief officer briefing and, presentation and interview.

Exercise are assessed by consistently trained and quality assured assessors. Service assessors are chief officers and non-service assessors are as those used within HPDS assessments outlined earlier.

Responsibility for Senior PNAC was taken on by NPIA in 2007 and was formerly administered within the Home Office Assessment and Consultancy Unit when it was introduced in 2005.

There is now a legal requirement that anyone appointed to a rank higher than Chief Superintendent (i.e. ACC/Commander and above) has to have satisfactorily completed the Senior Police National Assessment Centre and Strategic Command Course. These are provisions within Annex B of the Secretary of State's determinations, made under Regulation 11 of the Police Regulations 2003.

The assessment centre and course are governed by the Strategic Command Course Professional Reference Group Chaired by CC Sara Thornton.

Since 2007 there has been 416 candidates undertake Senior PNAC, of these 195 (46.9%) have been successful. There have been 356 male applicants with 161 (45.2%) successful and 59 female applicants with 34 (57.6%) successful. There have been 395 white applicants and 20 BME applicants with 187 (47.3%) and 7 (35.0%) success rates respectively.

Females make up 17.4% of successful candidates and BME officers 3.6%. For females this is comparable to the current proportions within ACPO (17.2%) and higher than the current BME representation in ACPO at 2.8%<sup>28</sup>.

Upon surveying candidates they have rated the assessment centre as being fair and relevant.<sup>29</sup>

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<sup>27</sup> Annual Results & Analysis Reports containing success and candidate feedback survey results are available annually for 2008 – 2011.

<sup>28</sup> Home Office Statistics Bulletin Police Service Strength England and Wales, 31 March 2012.

<sup>29</sup> Annual Results & Analysis Reports containing success and candidate feedback survey results are available annually for 2007 – 2011.



## International Policing Structures

This paper examines the structure of policing in eight countries to understand how those countries organise the provision of operational policing and selected support services to the frontline. It provides a high-level overview of services delivered by the main police support bodies in those countries listed as derived through online research.

### Canada

In Canada, there are three levels of police forces: municipal, provincial and federal. Constitutionally, law enforcement is a provincial responsibility, and most urban areas have been given the authority by the provinces to maintain their own police force. All but three provinces, in turn, contract out their provincial law enforcement responsibilities to the Royal Canadian Mounted Police, the federal police force. RCMP *Contract Policing* is provided through Police Services Agreements which are negotiated between the federal government and provinces, territories and municipalities. It has been common practice to refer to the Police Service Agreements as contracts, hence the origins of the term “contract policing”. RCMP members in contract policing maintain a federal policing presence across the country. They are deployable across jurisdictions when required and called upon to assist in major investigations, emergencies, and national events that are beyond the policing capacity of a province, territory, municipality to address alone.

The Royal Canadian Mounted Police (RCMP) provides support to all police forces in Canada through the operation of support services including the:

- Canadian Police Information Centre,
- Criminal Intelligence Service Canada,
- Forensic Science and Identification Services,
- Canada Firearms Centre and
- Canadian Police College.

<http://www.rcmp-grc.gc.ca/>

Criminal Intelligence Service Canada (CISC) is comprised of nearly 400 law enforcement agencies across Canada. CISC is a strategically-focused organisation that facilitates the timely production and exchange of criminal information and intelligence within the Canadian law enforcement community. CISC supports the effort to reduce the harm caused by organised crime through the delivery of strategic intelligence products and services and by providing leadership and expertise to its member agencies. Its fundamental purpose is to facilitate the timely production and exchange of criminal intelligence within the Canadian law enforcement community. There are ten CISC provincial bureaus that operate independently while maintaining national service delivery standards. The intelligence collected and analyzed through the provincial bureaus is instrumental in the creation of the national intelligence products and services delivered by Central Bureau. [http://www.cisc.gc.ca/index\\_e.html](http://www.cisc.gc.ca/index_e.html)

The Canadian Police Research Centre (CPRC) was originally founded in 1979 as a partnership between the Canadian Association of Chiefs of Police, the Royal Canadian Mounted Police and the National Research Council of Canada to provide a focal point for research relating to law enforcement. In 2007, it became an official federal program. The CPRC has a national focus, a single coordinated effort to support research and develop technologies for Canada's law enforcement community, and it promotes interaction between the police community, government, industry, universities and other research organizations. The CPRC ensures that research results, expertise, information and facilities are shared among all partners. The collaborative effort of the CACP, RCMP and NRC continues to result in the sponsorship of numerous research projects and in the development of new products and information sources for the public safety market.

<http://www.drddc-rddc.gc.ca/drddc/en/centres/drddc-css-rddc-css/programs-programmes/cprc-crcp/>

CSIS is Canada's national security establishment whose role is to investigate threats, analyze information and produce intelligence. It reports to, and advises, the Government of Canada to

protect the country and its citizens. Key threats include terrorism, the proliferation of weapons of mass destruction, espionage, foreign interference and cyber-tampering affecting critical infrastructure. CSIS programs are proactive and pre-emptive.

<http://www.csis-scrs.gc.ca/index-eng.asp>

### **Australia**

In Australia there are two distinct, but similar, levels of police force, the various state police forces and the Australian Federal Police (AFP). The state police forces are responsible for enforcing state law within their own states (including cities within the states) while the AFP is responsible for the investigation of crimes against Commonwealth law which occurs throughout the nation. The AFP also has responsibility for a community policing role (similar to the state police) in Commonwealth territories (including the Australian Capital Territory (ACT)) and works closely and collaboratively with all Australian police forces and criminal investigative agencies and Crime Commissions.

<http://www.afp.gov.au/>

The AFP provides some operational support to other Australian jurisdictions. For example, it is responsible for the Australian Bomb Data Centre and the Australian Illicit Drug Data Centre. The AFP also offers investigation services to other departments and agencies, on serious and complex matters such as fraud, people smuggling, organised crime.

The Australian Institute of Police Management (AIPM) provides training, at middle and senior management levels, for law enforcement and some related bodies (e.g. fire services). The Institute is administered by the AFP and is governed by a Board of Control comprising all Australian and New Zealand police commissioners. The Institute provides executive leadership and management development opportunities to improve the corporate performance and productivity of Australasian law enforcement and allied agencies. The Institute plays a key role in developing police managers and executives through its management and leadership programs, applied research and consultancy services. Selection for AIPM courses is by the individual's own agency (which has to pay), providing that the individual meets AIPM entrance requirements.

<http://www.aipm.gov.au>

Other organizations also provide support. The ANZPAA is probably the nearest Australian equivalent to the NPJA, although it is a non-operational agency. It is a joint initiative of the Australian and New Zealand Police Ministers and Commissioners. Its mission is to "research, develop, promote and share strategic policing initiatives to enhance community safety in Australia and New Zealand". In 2009, the ANZPAA convened an Information and Communications Technology Committee and a Procurement Committee.

<http://www.anzpaa.org.au>

There is a central agency (an executive agency established in 2000, whose CEO reports to the Australian Minister for Home Affairs), CrimTrac, which provides information and investigative tools, e.g. the national automated fingerprint identification system (NAFIS). CrimTrac is the central repository of information which each jurisdiction feeds into and retrieves information from. "Our primary role is to provide national information sharing solutions to support the effective operation of police services and law enforcement agencies across state and territory borders. We broker a wide variety of information to assist investigations by law enforcement agencies and are responsible for finding emerging information technologies and opportunities to enhance information sharing."

<http://www.crimtrac.gov.au>

Research in criminal justice and policing issues is undertaken by the Australian Institute of Criminology (AIC). The AIC is a statutory authority which is Australia's national research and knowledge centre on crime and justice. On the AIC website, the AFP is listed amongst its 'partners'.

<http://www.aic.gov.au>

Each Australian State police force, including the AFP, does its own police training. However, the AFP does provide some specialist training to other agencies, particularly police from other

Pacific Island and South-East Asian countries, but including Australian law enforcement and related agencies.

There is also the Australian Graduate School of Policing, which is part of Charles Stuart University (and is co-located with the AIPM). It has senior police officers on its Board of Studies.

<http://www.csu.edu.au/faculty/arts/agsp/>

1The Australian Crime Commission (ACC) is an Australian Government national intelligence and investigation agency established under the *Australian Crime Commission Act 2002* as a statutory authority to combat serious and organised crime. It reports directly to the Minister for Home Affairs.

<http://www.crimecommission.gov.au/>

The International Deployment Group (IDG), established in February 2004, has the capacity to provide officers for the Australian Government's domestic and international stability and security operations. Between 2006 and 2009, the IDG expanded to 900 of an approved 1200-strong staff. The group contributes to the development, maintenance or restoration of the rule of law in countries that seek Australia's support, as well as to United Nations and domestic initiatives such as the Northern Territory Emergency Response (NTER).

<http://www.afp.gov.au/policing/international-deployment-group.aspx>

### **New Zealand**

New Zealand Police is the lead agency in New Zealand and although headed by a Commissioner, is a decentralised organisation divided into twelve districts, each with a geographical area of responsibility, three communications centres and a Police National Headquarters that provides policy and planning advice as well as national oversight and management of the organisation.

<http://www.police.govt.nz/>

The Royal New Zealand Police College is the central training institution for police recruits and police officers.

In September 2007 the New Zealand Government announced the establishment of an organised crime agency to increase cooperation by New Zealand government agencies in the targeting of serious and organised crime. The Organised and Financial Crime Agency of New Zealand (OFCANZ) is an agency hosted within the New Zealand Police and was established on 1 July 2008.

<http://www.ofcanz.govt.nz/>

### **Japan**

Law enforcement in Japan is provided by the Prefectural Police under the oversight of the National Police Agency (NPA). As the central coordinating body for the entire police system, the National Police Agency determines general standards and policies; detailed direction of operations is left to the lower echelons. In a national emergency or large-scale disaster, the agency is authorized to take command of prefectural police forces. The NPA's duties include; dealing with natural disasters, emergencies and civil unrest, tackling organised crime, police training and police communications.

The Central Office of the NPA includes:

- planning,
- information,
- finance,
- procurement and distribution of police equipment, and
- five bureaus (Police Admin - concerned with police personnel, education and training, Criminal Investigation - in charge of research statistics, Traffic, security, Regional Public Safety, & Police Communications)

<http://www.npa.go.jp/english/index.htm>

## **Sweden**

There are 21 county police authorities in Sweden. Each has a County Police Authority, which is headed by a County Police Commissioner. There is also a County Police Board, consisting of local politicians and the commissioner. The Commissioners and the members of the board are all appointed by the Swedish Government. The County Police Authorities report to the National Police Board, which, in turn, reports to the Ministry of Justice.

The Swedish National Police Board (Rikspolisstyrelsen) is the central administrative and supervisory authority of the police service. It is also the supervisory authority of the National Laboratory of Forensic Science and is responsible for the central provision of IT to the regions. The SNPB is headed by the National Police Commissioner who is appointed by the government.

The SNPB is also, through the National Police Academy, responsible for the training of police officers. It is also the principal agency for the Swedish National Laboratory of Forensic Science.

The National Police Board also consists of two national departments:

a) The National Bureau of Investigations [Criminal Investigations Department], that is responsible for:

- Organised Crime
- National Task Force
- Police Liaison Officers

The National Bureau of Investigations also works at the local level of the police organisation, providing reinforcement for police authorities as required and is in charge of the Police Helicopter Service, Swedish Police Peace Support Operations and the National Communications Centre.

b) The Swedish Security Service prevents and detects offences against national security, fights terrorism and protects the central Government. It is responsible for:

- VIP Protection
- Counter terrorism
- National security

<http://www.polisen.se/>

The Swedish National Council for Crime Prevention (BRA) is an agency operating under the Ministry of Justice and is the national centre for research and development within the judicial system. BRA also provides the official crime statistics, evaluates reforms, conducts research to develop new knowledge and provides support to local crime prevention work.

<http://www.bra.se/bra/bra-in-english/home.html>

## **Norway**

The Norwegian National Police Directorate (*Politi- og lensmannsetaten*) is the official police force in Norway which are run by the Minister of Justice and Police. The department consists of 27 regional areas and seven national special forces. The department has about 11,000 employees. The police districts consist of police stations and district offices. Police stations are led by a Chief of Police who is responsible for the geographical district around his precinct. Each police regional district has its own Police Commissioner who is the leader of that district's police practice.

The seven National Forces include: (i) National Criminal Investigation Unit (Kripos) that combats organised and serious crime with special expertise in tactical and technical investigations and that acts as a central advisory body; (ii) Norwegian Police University College responsible for training, higher education and research; (iii) National Mobile Police services that carry out police duties focused around traffic safety work but can be deployed to

support forces when required; and, (iv) National Police Computing and Material service that procures, develops and manages police joint ICT solutions, develops operational police materials and manages the police's communication solutions.

[https://www.politi.no/vedlegg/rapport/Vedlegg\\_858.pdf](https://www.politi.no/vedlegg/rapport/Vedlegg_858.pdf)

### **Netherlands**

The Dutch police consists of 25 regional police forces and the National Police Services Agency (KLPD)<sup>30</sup>. Each of the Netherlands' 25 police regions is headed by a regional police board, consisting of mayors and a chief public prosecutor. The KLPD is headed by the Minister of the Interior and Kingdom Relations (since 1 January 2000). He is responsible (with the Minister of Justice) for the overall quality of policing in the Netherlands.

The KLPD carries out national and specialist police tasks. It collects, files, processes, manages, analyses and distributes information, and carries out other support tasks. It guards the Royal Family and other important persons; and, it procures police weaponry, uniforms, and other equipment. Functions under KLPD include: National criminal Investigations Service; Specials Investigations Applications Service; Traffic; rail; Water; Aviation; Mounted Police; Dogs; Operational Support and co-ordination (DOC); Royal and Diplomatic Protection.

The National Criminal Intelligence Service (NRI) (a division of the KLPD) supplies criminal intelligence and expertise to the police forces. By maintaining databases containing data on crimes and criminal modes of operation and other information the NRI helps to provide information on organised crime and serious forms of supranational crime. Also part of the KLPD, the National Criminal Investigation Service is part has a role is to investigate organised and other serious crime which extends across regional or national boundaries in terms of the nature of the crime or the identity of the group involved.

The Operational Support and Coordination Service (DOC) assists the KLPD itself and the regional police forces and other government services in matters relating to public order and security. It has four main functions: operational support, operational coordination, information coordination and the provision of teleservices. (part of KLPD)

A regional force decides on such matters as funding, staffing, equipment, buildings, organisation, operational management, information systems and computerisation and the organisation of the regional criminal investigation department. They deal with community policing; investigations service; traffic; arrest; environmental crimes' criminal intelligence unit.

Interregional cooperation in tackling crimes of medium seriousness involves six supranational teams that concentrate on robberies, ram raiding and domestic burglaries by gangs that operate nationwide, the distribution of child pornography, trafficking in human beings and other types of crime committed by groups active in two or more regions. However, they also deal with categories of fraud committed by persons other than insiders. The Supranational Investigation Forum decides which cases will be investigated by the supranational teams. The forum consists of representatives of the Public Prosecution Service, the force managers and the heads of forces.

The Information and Communications Technology Agency (ITO) is an agency of the Ministry of the Interior and Kingdom Relations, which delivers reliable and confidential ICT services for

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<sup>30</sup> In the future (anticipated 2013), a single national police force will replace the existing system and forces. The force will consist of 10 territorially defined police units which will each be responsible for police work in their part of the country. For all policing duties that can best be performed at national level (such as those currently carried out by the National Crime Squad), a national unit within the national police force will be established. In addition, a police service centre will be created within the national force to handle all support services related to operational management (such as information technology, purchasing, accommodation and human resources) (<http://www.interpol.int/Member-countries/Europe/Netherlands>).

the public order, safety and security and criminal justice sectors. ITO plays a major role in C2000, the nationwide digital network for mobile communication between the police, fire services and ambulance services.

The Police Training and Knowledge Centre, which was for many years known as the National Police Selection and Training Institute (LSOP), is responsible for the new approach to police training. Police Academy is part of this.

<http://www.politie.nl/English/>

There is an Economic Investigative Service that is non-police, although it works closely with them. This includes the investigation of economic crime such as fraud and other white-collar crime.

The Royal Military Constabulary is divided in accordance with civil and military tasks; the former include Royal protection; Airport Policing and security; and cross border policing and security.

The Police Academy (Politieacademie) is an independent administrative body, funded by the Ministry of the Interior and Kingdom Relations (the same ministry which is responsible for the police and KLPD). The Politieacademie assists forces to produce applied research and is active in disseminating knowledge and research findings. Its statutory core task is to serve as a knowledge centre of and for the police. The Police Science and Research Programme (Politie en Wetenschap) is an independent section of the Police Academy's Knowledge Network.

<http://www.politieacademie.nl>

[http://www.politieenwetenschap.nl/english/index\\_1024.html](http://www.politieenwetenschap.nl/english/index_1024.html)

The Research and Documentation Centre (Wetenschappelijk Onderzoek-en Documentatiecentrum (WODC)), part of the Dutch Ministry of Justice, is responsible for conducting and commissioning research (and publishing its research), advising on the research needed to answer policy-related questions, disseminating knowledge in the field of justice and collecting criminal justice information provided by external organisations.

<http://english.wodc.nl/organisatie/>

## **France**

There are two national police forces in France; the National Police and the National Gendarmerie. The National Police is the main civil law enforcement agency in France with primary jurisdiction in cities and large towns. It comes under the jurisdiction of the Ministry of the Interior and has around 150,000 employees. The National Police conduct security operations and criminal enquiries and maintain specific services for criminal enquiries. It is divided into directorates including directorates and sub-directorates for uniformed patrol and response, forensics, counter-terrorism and cyber crime.

The National Gendarmerie is a military police force with a civil mandate. Its primary jurisdiction is in smaller towns and rural areas. Sub-divisions of the National Gendarmerie include the Mobile Gendarmerie, responsible for public order, the Republican Guard responsible for protection including official escorts, and specialist divisions such as the Maritime Gendarmerie and Air Transport Gendarmerie. There is also a 66,000 person strong divisional gendarmerie whom carry out a community policing role and are supplemented by specialist units such as roads policing, criminal investigation units, air support and nautical units.

<http://www.gendarmerie.interieur.gouv.fr/eng/Sites/Gendarmerie/Presentation>

The municipal police are the local police forces of towns and cities. They are under the direct authority of the mayor and carry out duties required by the town council for crime prevention, public order, security, and public safety including the monitoring and regulation of road traffic, assisting citizens and reporting crimes for which they have no jurisdiction. Municipal police can carry out arrests but are required to deliver the perpetrator to an officer of the National Police or National Gendarmerie.



**Written evidence submitted by the  
Association of Chief Police Officers [LSP 21]**

## **Introduction**

The Association of Chief Police Officers (ACPO) welcomes the opportunity to contribute to the Home Affairs Select Committee's Inquiry into Leadership and Standards in the Police. With regard to the Committee's terms of reference, this submission sets out a professional view from the operational leaders of policing on current opportunities and challenges facing the police service, with specific reference to the new College of Policing (CoP) and police leadership.

The coming changes in policing are framed by a decade of falling crime and increased public trust and satisfaction in the police. According to an Ipsos Mori poll conducted last year police officers are considered some of the most trustworthy professionals in the UK, ranked above Business Leaders, Civil Servants and politicians,<sup>1</sup> evidence also supported by Sir Chris Kelly and his Committee on Standards in Public Life's most recent report<sup>2</sup>.

The resounding success of the Olympic and Paralympic games this year is a testament to the police officers, police staff and partners, who have met one of the greatest security challenges of our time with aplomb. Such achievements are a result of the careful planning that the service and its partners put into this event over the past four years. Police leaders have undoubtedly led from the front throughout this process.

Policing in the UK is built upon a relationship with the public. While the nature of policing attracts scrutiny and contentious debate that can put this relationship to the test, the bond remains strong and it must be continually nurtured. The College of Policing is a tremendous opportunity to establish policing as a recognised profession with a stronger body of evidence-based practice and professional ethics. It will allow policing to promote research, and take greater ownership of leadership development.

The Prime Minister, Home Secretary and this Committee have all publically noted that the police service has responded impressively to the challenges of reducing budgets, reform and change. We believe the future of police leadership will continue to move policing forward to better serve the public.

## **The Association of Chief Police Officers**

The Association of Chief Police Officers brings together the expertise and experience of chief police officers from England, Wales and Northern Ireland. ACPO is an independent, professionally-led strategic body. In the public interest and, in equal and active partnership with Government and the Association of Police Authorities (APA) (and APCC in future), ACPO leads and coordinates the direction and development of the police service in England, Wales and Northern Ireland. The Police and Justice Act 2006 confirms ACPO as a statutory consultee. In times of national need, ACPO, on behalf of all chief officers, coordinates the strategic policing response.

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<sup>1</sup> Ipsos Mori, Trust in Professions 2011, [www.ipsos-mori.com](http://www.ipsos-mori.com)

<sup>2</sup> Committee on Standards in Public Life 'Survey of Public Attitudes in Public Life 2010', [http://www.public-standards.org.uk/Library/CSPL\\_survey\\_Final\\_web\\_version.pdf](http://www.public-standards.org.uk/Library/CSPL_survey_Final_web_version.pdf)

The functions of ACPO include facilitating decision making by chief constables at a national level, providing national policing coordination, national policing communication, national development of professional policing practice and providing oversight, through chief officers to some national policing units. In the absence of a federal model of policing it provides a voluntary structure to secure national agreements which underpin the ability of all forces to deliver consistent and interoperable policing to keep citizens safe and secure.

There are presently 307 members of ACPO, comprising chief officers holding a rank at or above Assistant Chief Constable (or Metropolitan Police Service equivalent: Commander). They also include senior police staff colleagues of equivalent status, for example heads of human resources and finance, and in some forces heads of communication and legal services.

## **The College of Policing**

On 15 December 2011 the Home Secretary announced to Parliament that she intended to establish a Police Professional Body (PPB) whose mission “will be to develop the body of knowledge, standards of conduct, ethical values, skills and leadership and professional standards required by police officers and police staff in England and Wales, supporting them to more effectively fight crime. The professional body must work in the public interest and will include work on the following areas: ensuring police officers and staff have the qualifications and skills to provide a high quality service to the public, maintain their professional competence, keep their skills and knowledge up-to-date and uphold the highest standards of conduct and ethical values.” She further announced that the Police Minister would lead a Developing Professionalism Working Group (DPWG) which would work through detailed implementation. As of the 16 July the police service has been working toward a College of Policing.

ACPO President, Sir Hugh Orde welcomed the announcement, stating:

*“Chief officers welcome today’s announcement of a College of Policing. The professional recognition that it will bring to the police service in future, for the skills and expertise officers and staff demonstrate daily, is a significant step for policing. A solid framework for working with universities and others to develop the evidence base for policing is also an exciting opportunity.*

*“What now lies ahead is the task of successfully transferring those important functions currently carried out by the National Police Improvement Agency in a smooth and timely manner. I am pleased to note that the Home Secretary has supported the continuation of the vital work conducted by the ACPO Business Areas and over the coming months chief officers who lead in these areas will ensure that relevant non-operational national policing continues to be delivered through the new structure.*

*“For the College of Policing to be a success we must now work to ensure that it represents the service as a whole.”*

The objectives for the College of Policing are still being developed. But as of 16 July 2012, the Home Office stated that the College would:



Protect the public interest by:

- promoting the values of effective policing
- learning from and supporting improvement in policing
- maintaining ethics and values

Set and enhance first-class national standards of professionalism to ensure excellence in operational policing by:

- developing a set of nationally agreed standards for officers and staff to attain
- providing frameworks for standards to be tested and achievement rewarded
- supporting national business areas

Identify evidence of what works in policing and share best practice by:

- providing access to a body of knowledge that is informed by evidence-based research and best practice
- continuing to develop an understanding of the evolving threats to public safety and enable the service to retain the capabilities needed

Support the education and professional development of police officers and staff by:

- developing and maintaining the national policing curriculum, assessment and accreditation frameworks
- delivering leadership and specialist training
- accrediting and quality-assuring training providers
- developing future leaders and expertise through effective talent management

Enable and motivate staff and partners to work together to achieve a shared purpose by:

- working with partners to make the best use of specialist knowledge
- supporting desired behaviours and actions that embody the service's values
- ensuring interoperability with partners and other sectors

The College of Policing is seen by ACPO as a tremendous opportunity to set up policing as a recognised profession with a stronger base of evidence based practice and professional ethics. It will allow policing to take a greater ownership of leadership development and promote research.

It is vitally important that the College of Policing has the support of the police family as a whole. Whilst led by a Chief Constable (as Chief Executive, providing the critical link into Chief Constables' Council), the Chair will be independent of policing and supported by a Board that will bring together the right mix of police and non-police individuals to provide essential oversight and challenge.

Its primary focus will be to develop policy in those areas where interoperability is critical, without constraining local freedom unless absolutely essential. It will set standards and disseminate best practice to police forces – independent of government and in an entirely transparent way.

Whilst initially the College will clearly inherit an essential legacy from National Policing Improvement Agency (NPIA), looking forward it will engage with universities and the wider academic world. This is

an exciting prospect that could really build on the existing professionalism and expertise that exists in the service. It will assist in providing a framework for developing dynamic relationships with academia that have not been possible under current arrangements.

We are pleased to note the importance of that the ACPO Business Areas is recognised,<sup>3</sup> and believe that it is sensible that the college builds on the existing ACPO Business Area structure. Whilst there will be a degree of complexity to this, it is right that the College owns the development of policy and practice, answering to the Chief Executive before Authorised Professional Practice (APP) is examined and signed off by Chief Constables' Council and operationalised across the country.

#### **Authorised Professional Practice**

In September 2010 Chief Officers agreed a wide-ranging review of guidance across all ACPO business areas. This review resulted in the decision to consolidate and replace current guidance with Authorised Professional Practice (APP). APP streamlines existing guidance onto a single online platform and to date, has seen a 60% reduction in policy documents, equating to a reduction of thousands of pages of guidance. The central aim of the programme is to make critical operational information available in a much clearer and simpler way to frontline staff in police forces.

There is a huge amount of policing know-how and corporate memory encapsulated within these Business Areas. Given that it will be the task of the College to identify future challenges and how we might build the capacity and capability to deal them, it is important that it draws on these existing resources at practitioner level.

The police service and the College should ensure APP is built around evidence and is underpinned by tactical doctrine that sets out the design and intended effect of all frontline roles. The College should work with the police service to develop the curriculum and standards for training of officers in law, procedure and evidence-based practice to equip them with the knowledge to operate as independent professionals in the field.

Her Majesty's Inspectorate of Constabulary (HMIC) believes that with the imminent creation of the College of Policing and the development of the police service's accumulated policy and guidance into a tighter body of APP, the time is right to recommend a renewed focus on the frontline police officer.<sup>4</sup> The creation of a single, clear mission for policing, with resonance throughout the service, is of central importance to successfully establishing the professionalisation of these frontline roles.

ACPO has agreed a National Decision Model (NDM), a critical element of which is the 'Statement of Mission and Values' (annexed<sup>5</sup>). This is a clear statement that for policing, all our decisions and each stage of our decision making process should be driven by our mission and values. The Statement of Mission and Values and the NDM provide a framework for all police officers, all police staff and all

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<sup>3</sup> Within the ACPO set up there are 14 Business Areas, 340 chief officers making up ACPO and 336 separate police functions or types of crime ('portfolios') that are nationally led and coordinated by a Chief Constable, ranging from police use of firearms to metal theft. These roles are supported inside and outside the police service by the ACPO Communications Team which responds to national media enquiries concerning policing and crime reduction.

<sup>4</sup> HMIC, Taking Time for Crime, 2012, p. 18

<sup>5</sup> Not printed.

police leaders. This emphasis on our mission, values and ethics is consistent with the intentions of the new College of Policing.

### National Decision Model



Police leaders will need to undertake to provide the required knowledge and to shape the infrastructure around the newly designed APP in the same way it has for what it currently designates as guidance. This approach would support an approach to pay and reward that recognises contribution, skills and expertise rather than experience.

### Relationship with ACPO

ACPO has identified areas where there is clearly an overlap between aspects of the current role of ACPO within the policing landscape and some of the intended functions of the new College. ACPO has therefore been working constructively to review the role of ACPO going forward.

The College will have a clear focus on developing individual professionalism. However, ACPO has a role in developing service-wide operational approaches such as, neighbourhood policing and intelligence-led policing, and has provided a structure for operational decisions, co-ordination and communication at a regional and national level. Given the operational and constitutional responsibilities that are vested by law in Chief Constables; these roles may not sit comfortably within a standards body.

We firmly believe that the functions performed by ACPO - in particular the bringing together of the Chief Constables of England, Wales and Northern Ireland, the operational leadership of the service, the important role of the President to consult with colleagues and, with their mandate, to speak on behalf of the service - should be retained. However, ACPO also recognises the need to change to provide the appropriate fit with the new College of Policing and provide sustainable governance and transparency to ACPO itself.

As noted, the Chief Executive of the College will be embedded in Chief Constables' Council (CCC). But as the College is a non-operational and inclusive organisation (with the Police Federation of England and Wales, Superintendents Association of England and Wales, Police Staff Council and Police and Crime Commissioners on the board), operational police matters such as national incidents that require the professional voice of the leadership of the service to comment upon will remain the remit of the operational leaders of the service, at local, regional or national, level depending on the event.

It is ACPO's view that the existing arrangement of Chief Constables' Council needs to be delineated from the College and enshrined in statute. It is important that there is a separate forum for Chiefs to speak with one voice on national operations and policy, which would not be appropriate for a college. Our opinion is that there is also a key role for the ACPO president, who, after consultation with chief constables and having received their mandate, can speak on behalf of the whole service. There are also areas of national coordination such as the Police National Information Coordination Centre (PNICC) and counter terrorism that need to exist outside the CoP structure.

### **Our workforce**

ACPO provided a submission to the 'Review of Remuneration and Conditions of Service for Police Officers and Staff' led by Tom Winsor, setting out a view on how we ensure a workforce, from top to bottom, which is recruited, trained and motivated to deliver the challenges of the future.

In this submission we stated that current reward packages are not 'fit for purpose' and represent a significant missed opportunity to motivate our workforce at all levels. Tom Winsor has completed his review and the Police Arbitration Tribunal delivered their ruling on the first part of his recommendations on 09/01/12 and we expect the decision on the second part imminently.

Overall, the decisions appear to strike a balance between the need to achieve savings given the national economic situation and the financial pressures facing individual police officers. Chief officers would like see a greater move towards future longer term pay reform, which better reflects skills acquired over time served. We see this as an integral step to developing the leadership of the police service further and improving standards across the board.

Police staff: All colleagues are part of the professional policing family. Police staff and PCSOs now represent 38% of the police workforce in England and Wales, with staff represented at almost all management levels in forces and across all policing functions. The role of police staff is integral to modern policing. There has been some development activity common to both officers and staff. For example, NPIA courses, including the Strategic Command Course (SCC), are available to officers and staff alike. The College of Policing is an opportunity to enhance further an integrated, skilled and efficient workforce.
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ACPO continues to consult and seek the best processes to ensure that the police service draws from an ever wider range of talented people. The police service has shown over recent years it has the capability, at all levels of the organisation, not only to deal with the most complex and challenging operational environments but also the business skills to redesign the organisation in the face of rapid reductions in budget and considerable structural change. Building on this knowledge base and experience, whilst finding innovative ways to attract talent is vital to the future of the service and will be a critical mission for the College.

## Leadership development in policing and other sectors

*“One of the real challenges that police leaders face is that we have all largely only ever worked for the police service and that has some real strengths in terms of shared history and ethos; all of us have been operational cops on the front line but it also carries with it some real challenges in that our outlook can be very narrow.”*

*Sir Peter Fahy QPM*

*Chief Constable, Greater Manchester Police and ACPO lead for Workforce Development*

The police service does not operate in isolation. Increasingly, it operates in partnership with service providers across all sectors. National policing developments and security concerns as well as global trends and capability and capacity issues strengthen the need for stronger connections across the public and private sector. It is important to develop any future police leadership strategy based on best practice and collaboration across sectors to achieve the best outcomes.

Leadership development should include opportunities to gain experience of other sectors; and leadership programmes can benefit by involving colleagues from a range of backgrounds. The College of Policing presents a particular opportunity in this area. Well established bodies such as the Royal Colleges of Surgeons and Physicians are held in high regard and promote a sense of professionalism and expertise that enhance public trust and confidence. It is just such a position that the College of Policing should aspire to reach, and engaging with senior leaders within those and other relevant bodies should be a key milestone in the College’s establishment and development.

Officers can gain skills and experience of significant value by taking on roles and academic opportunities outside of the service, and as such, ACPO supports making it easier for officers to take career breaks or leave and re-enter the service after periods of outside employment.

The NPIA publication *A Strategy for the 21<sup>st</sup> Century, Leading Policing*, explains some areas of best practice that policing can draw upon.<sup>6</sup> The strategy maps out a development journey through the various ranks with a movement to externally accredited qualifications providing a mixture of theory and performance in the workplace.

We recognize that there is an opportunity in linking into the development activities of other organizations, where there is a clear benefit for policing. Established links with leadership training outside the police service include the Windsor Leadership Trust, the multi-agency Leading Powerful Partnerships course run by the NPIA and attendance on the Top Management Programme which used to be run by the Civil Service College. This is something the College of Policing will no-doubt continue.

Common components of leadership development programmes in recent years include more emphasis on emotional intelligence and ethical leadership, as well as personal leadership, operational leadership, and business skills.

Ethics and values are covered in all leadership development programmes in the UK police service. This allows participants to explore the dilemmas involved in modern policing. Speakers with

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<sup>6</sup> National Policing Improvement Agency, *A Strategy for the 21<sup>st</sup> Century, Leading Policing*, 2008, pp. 31-40

experience of challenging operational situations and incidents which have led to public enquiries are used to provoke thinking. Participants are presented with an ethical framework and the appropriate tools for ethical decision making.

**The Strategic Command Course (SCC)** is aimed at superintendents, chief superintendents and police staff equivalents who are seeking promotion to chief officer rank (i.e. Assistant Chief Constable, Commander and Assistant Chief Officer).

The SCC (programme evaluation annexed<sup>7</sup>) is primarily delivered through a series of highly demanding strategic exercises, which are designed to stretch the participants' knowledge, skills, attitudes and abilities across the following three key areas:

- Business Skills
- Executive Skills
- Professional Policing Skills

UK police officers and staff must pass the Senior Police National Assessment Centre (Senior PNAC) or Senior Staff Selection Process. Delegates from other agencies will be expected to have been selected on the basis of their ability to operate at executive level within their own organisation.

The Campaign for Leadership, part of the Work Foundation, maintains a large database of profiles of leaders in the UK across all sectors. The database, holds information on over 37,000 profiles of leaders, has been built over the past few years around individual leaders and their peers and staff completing a Liberating Leadership Profiling instrument. This tool gathers self-assessment and staff/peer perception data across thirty-eight constructs which have been identified from research to be critical in effective leadership performance. The constructs include the ability to show vision, inspire staff, approachability, fairness, trust in staff and willingness to seek feedback.

Over five thousand profiles of police leaders are included on the database. A comparative analysis of the database carried out by the Campaign for Leadership revealed that police leaders compare favourably with leaders in other parts of the public sector and other sectors.

The police service places great store on leadership qualities and perhaps has focused less on the management requirements. This has generally not become an issue when the workforce charged with delivery has been predominantly omnicompetent officers, who are entirely flexible and inherently resilient.

However with a climate that has rising demands and increasing public expectation set against a challenging financial landscape, policing is becoming more specialized and in almost every field there is a movement to accredited qualifications and a record of practical application. It is often the level of expertise which counts rather than the rank of an individual officer. ACPO has argued in its submission to the Winsor report that the pay and reward system needs to change to recognise these developments.

## **Entry routes**

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<sup>7</sup> Not printed.

Chief constables are already of the opinion that the business of policing should not be left to the police alone. Every force has experts brought in from outside in areas such as human resources, finance, investigation and IT. The quality of these individuals is high and they add real value to policing.

We want to ensure that the best people get to senior positions in policing, and that we harness valuable skills from other sectors in leadership roles where possible.

There is very little evidence available or research carried out as to how successful direct entry may or may not be for policing. In the absence of such objective evidence the debate has tended to become much polarised.

Currently, ACPO supports direct entry under the following provisos:

- The Office of Constable must remain at the heart of British policing, as the bedrock of service culture and representation of independent law enforcement to the general public.
- Those taking up officer roles must have the operational skills and experience to perform their role effectively and safely.
- Those taking up officer roles must have the generic operational skills and experience to provide their Chief Constable with the required level of flexibility and capability to be deployed at their rank.
- Robust and respected accreditation processes must be put in place to ensure that the skills and expertise required at each of the different ranks can be reliably and accurately assessed.

In terms of operational policing, the level of expertise, training and experience required is extremely specialised. ACPO is very conscious of the value the service takes from senior management teams with extensive operational experience, and the operational credibility and confidence this generates in officers in the field.

There may be some situations where a candidate from outside of the service has particular skills or experience for a role, however direct recruitment should never be at the expense of operational competence.

Given the level of risk managed by the service it is crucial that senior officers are competent from day one. Progression through the ranks provides a strong test over an extended period of the operational aptitude and ability that the public has a right to expect. However, we are aware that the requirement to serve in every rank limits the pool of individuals who may be selected for senior officer positions to those who have worked within the service for a significant period of time.

There are already many opportunities to join the service in higher positions as police staff members and it is only those roles considered to be highly operationally sensitive which are limited to experienced police officers. Civilian staff members are well represented at all levels including senior management teams and make an enormous contribution to service delivery across all forces.

ACPO believes that any direct entry should be considered solely on a role-by-role basis where the qualities of a specific position or candidate justify it.

We do not support the selection of a select group of recruits for immediate service at middle management level under an 'officer class' model. This two-tier recruitment system seen in the military does not reflect the cultural and structural differences between the organisations - modern policing is built on a history of meritocracy, and equality of opportunity, which ACPO feels should continue to be respected.

All police officers and staff who have the potential to perform well in senior positions should be nurtured and developed from an early stage in their service, and therefore the emphasis should be placed on enhanced talent management and accelerated promotion processes in order to achieve this. In its submission to the Winsor Part 1 report, ACPO stated that accelerated promotion for exceptional talent, for both police officers and staff, should be a key element of increasing professionalism within policing.

## **Police Leadership and Standards**

We live in an age where trust in authority is waning. A succession of events continues to undermine the public's belief in those in positions of influence and status in society. The senior leadership of the police service recognises that policing is not immune from, and may often find itself in the eye of, this storm.

A great strength of British Policing is its openness and willingness to be held to account for our actions. Transparency is vital in all we do, for it breeds trust and confidence. High levels of accountability are critical if we are to maintain the consensual policing model that is so admired around the world, based on the citizen's confidence and support.

Policing is a risk business and as such chief officers, on whose shoulders that collective risk is placed, inevitably become the focus of attention when things go wrong, given the nature of the business this is entirely right.

Policing takes place in society's uncontrolled spaces and in these spaces, unfortunately, errors are made, situations develop, and outcomes are not always those originally intended. The buck stops with a Chief Constable and when an investigation is necessary, it will look toward the force leader. However, the existence of investigations is not a reflection on the quality of the leadership of the service, but a reflection of the necessary accountability structure of the police service.

Complaints against Chief Constables and senior officers are rare, considering the millions of contacts police forces have every year, and those that there are, are often low-level and unfounded. Yet, the fact that the investigation took place in the first place, often adds to the perception of a shady and untouchable leadership. The reporting of an investigation taking place is often what makes the headlines but the conclusion of an investigation, where no fault is found, rarely does. In a profession where confidence and integrity is fundamental perception can be as important as fact.



Recent events in some forces have demonstrated that, as in all forms of public life, there are undesirable individuals. The fact, however, that it has been the police service itself that has reported, investigated and then dispensed appropriate justice as a result of these incidents is testament, not to an introverted and unaccountable service, but to one that removes ‘bad apples’ from the barrel when they are found.

The police service also recognises the need to assess the health and integrity of the barrel itself. The recent HMIC report on police integrity gives an encouraging picture about police integrity, but it does deliver some clear recommendations for organisational change and consistency across the service. Through ACPO and specifically the work of the Professional Standards and Professional Ethics portfolios, ACPO is responding very positively to those recommendations.

We also recognise that on its own it is not enough for British policing to be, in the Home Secretary’s words, “the finest in the world”, or to rely on rising trust and confidence figures. The service must respond positively and quickly to ensure that we are in the vanguard of public service leadership.

We plan to keep a focus on this significant challenge by working closely with HMIC and the College of Policing. This would be enhanced by the commissioning of external scrutiny in respect of integrity and senior police leadership. We will, through the Workforce Development/Professional Standards Business Area working with the Professional Ethics Business Area, develop a response which includes the development of robust standards, clear guidance for colleagues, training and information as well as tackling bad behaviour. The Association sees this as being absolutely a role for the leadership of the service. We recognise that only with clear and strong direction from the top will policing be able to demonstrate the openness, transparency and accountability needed to continue growth in public confidence and trust.

Much work has already been undertaken in this regard. ACPO Professional Standards portfolio has commissioned a report from Transparency International UK (annexed<sup>8</sup>), which makes recommendations about how we might achieve a more transparent corporate governance structure. The Association is currently assessing how best to take these recommendations forward. ACPO guidance has also been produced on gifts, gratuities, and hospitality as well as business interests and secondary employment. It is intended that forces will ensure their own policies and procedures fall in line with this. The emphasis going forward in relation to the application of standards will be consistency and transparency. The CoP opens up a significant opportunity for a more professional approach to standards, values and ethics and for police ethics to be as influential across the police service as medical ethics has been across medicine.”

## **The future of police leadership**

Police and Crime Commissioners will have a rich pool of candidates to choose from when they take office, and there is an abundance of talent coming up through the ranks who will lead the service in future. Do we need to voice some thoughts on process of how PCCs will select and also on Reg 11?

As above, ACPO believes that the College of Policing presents an opportunity for developing future police leaders further, but do not recognise that this automatically infers inefficiency, or deficiency,

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<sup>8</sup> Not printed.

in the current pool. To strive for improvement is not an admission of failure but a sensible goal for an organisation that relies on strong leadership.

Chief Constables will need to continue to take responsibility for national talent management to ensure staff with clear potential for the most senior positions are identified at an early stage and get the best balance of operational experience, secondments and other opportunities. Facilitating talented people will continue to be a priority for ACPO and must be a priority for the College. A national training capacity and facility for policing excellence is absolutely essential in maintaining standards and bringing forth high calibre future leaders of the Service.

Talented people need to reach the senior positions at an early stage in their service but ambitious individuals must also appreciate the expectation that they will need to move forces to gain the full range of experience and this takes time. The accelerated promotion schemes and entry at Inspector level, as proposed by the Winsor Review, may broaden the base from which senior leaders are drawn from.

Should the proposals be accepted at the Police Arbitration Tribunal the service will watch closely what effect they have. As for 'direct entry' at higher levels, eg. Superintendant ranks, it is felt that a pilot should be conducted before any such scheme was operationalised. The job description for a Chief Constable is seven pages long, and while many skills from other professions are transferable, the role is unique in public life and attempts to change it must be considered with caution.

Police forces already bring in individuals from a wide array of backgrounds in non-warranted roles. Assistant Chief Officers (who are members of police staff) play a vital and influential role in UK policing. They are regularly drawn from successful careers in finance, human resources, IT and more and bring a wealth of experience into policing.

It is important that development opportunities include working and training with other sectors and the opportunity to obtain mainstream qualifications through external providers. It is often suggested that senior officers lack the business skills to run an organisation the size of a police force. However, there is ample evidence of police leadership dealing with not only operational challenges but also with organisational change; never more has this been demonstrated than under the current CSR.

The development of business skills has been strengthened in both the Independent Commanders' Course and SCC. At the same time it is inevitable that every middle or senior manager in the police service (and this is true for other sectors) is having to learn quickly the realities of managing in a time of uncertainty where the need to deliver more for less is paramount. A copy of the most recent SCC programme and evaluation is annexed to this submission.<sup>9</sup>

It is critical that police leaders throughout their career are trained and assessed against mainstream standards which recognise the realities of the size and complexity of budgets and projects that police leaders are held accountable for but also that they are supported by professionals with particular expertise in finance, human resources and other business disciplines.

Policing is undoubtedly a vocation, which makes discussing matters of remuneration difficult. While we believe that private sector performance related payments should have no place in policing, it

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<sup>9</sup> Not printed.

must also be recognised that the business of policing requires a unique and specialised skillset, with a salary that reflects this. Chief police officers work in unique, imprecise environments, and we rely on them to make split second decisions. There is no doubt that this should be recognised. However, we are clear that this should be done in a fair and transparent way, with regard to pressures on the public purse.

## **Conclusion**

With seniority comes greater expectation and accountability, and those who lead must do so by example. The overwhelming majority of all those who work within policing – including those who lead the service - work tirelessly to serve their communities with commitment and integrity. The public quite rightly expects all police officers to demonstrate the very highest standards of professional conduct.

Police leaders are subject to a range of inspection and investigation regimes and the almost daily scrutiny of police authority members (and PCCs in future), the media, local politicians and members of the public. They deal with ever more complex operational situations and some of the most intractable social problems in the country. Individual cases will always attract attention and concern but put in the context of the challenges of modern policing and the progress made in reducing crime and improving police performance British police leadership compares well to other sectors and policing around the world.

Policing has nothing to fear from greater accountability to the public. Police leadership is strengthened by independent oversight and challenge. The public interest is best served by having a lessons learned approach which encourages staff to report concerns and acknowledges that police professionals work in complex situations where social attitudes change over the years.

What must be recognised is that the public we serve overwhelmingly have confidence in the police. The police service is currently facing wide-ranging reforms but the commitment of police officers of all ranks to get on with the job is unwavering.

**Association of Chief Police Officers**

**November 2012**

**Supplementary written evidence submitted by the  
Association of Chief Police Officers [LSP 21a]**

*Letter from Sir Hugh Orde OBE QPM, President of the Association of Chief Police Officers, to  
the Chair of the Committee, 15 November 2012*

I write further to your letter on the subject of PACE codes dated 24th October.

The issues arising from the suspension of Detective Superintendent Fulcher are, as you allude to in your letter, somewhat sensitive and subject to an IPCC investigation. Clearly therefore ACPO is working with the constraints of that investigation whilst determining the necessary response required.

Discussions are being held between the ACPO Crime and Criminal Justice Business Areas and Chief Constable Jon Murphy, who speaks for ACPO on major and serious crime investigations, has prepared guidance for chief constables on this Issue. I am hopeful that I will be in a position to update you more fully on this matter in due course,

In the meantime, as requested, I am pleased to enclose the latest published figures showing the gender balance and proportion of ethnic minority officers and leaders Within the ranks of the service at this time.

Sir Hugh Orde OBE QPM, President of the Association of Chief Police Officers

**Annex**

**Rank Representation by Gender**  
**England and Wales - 31st March 2012 (Latest Available)**

Rank	CON	SGT	INSP	C/INSP	SUPT	C/SUPT	ACPO	TOTAL
Female Officer Volume	30278	4000	1159	297	145	46	37	35962
% Female Officer Representation	29.4%	18.7%	17.6%	17.2%	16.3%	12.1%	17.7%	26.8%
Male Officer Volume	72656	17371	5431	1430	745	334	172	98139
% Male Officer Representation	70.6%	81.3%	82.4%	82.8%	83.7%	87.9%	82.3%	73.2%
Total Officers	102934	21371	6590	1727	890	380	209	134101

**Rank Representation by Aggregated Ethnic Group**  
**England and Wales - 31st March 2012 (Latest Available)**

Rank	CON	SGT	INSP	C/INSP	SUPT	C/SUPT	ACPO	TOTAL
Minority Ethnic Officer Volume	5540	778	228	64	36	12	6	6664
% Minority Ethnic Officer Representation	5.4%	3.6%	3.5%	3.7%	4.0%	3.2%	2.9%	5.0%
Total Officers	102934	21371	6590	1727	890	380	209	134101

This report has been produced by the NPIA Equality, Diversity and Human Rights (EDHR) Unit. It contains basic statistical information collected, summarised and contextualised from Annual Data Returns (ADRs) which are sent to the Home Office for inclusion into the Police Service Strength Bulletin.

Association of Chief Police Officers  
November 2012

### **Written evidence submitted by John Kenny [LSP 22]**

In the early 1980s the government in its wisdom decided it would save a considerable amount of the time of doctors if patients were allowed to extend from 3 days to 7 days the length of time that they could self - certificate themselves unfit for work.

I was at the time a serving Metropolitan Police inspector and I predicted that human nature being what it is the average employee would take advantage of this generous concession and I therefore submitted a number of suggestions via my chain of command designed to control sick leave abuse.

When my ideas were contemptuously dismissed I resorted to airing my views in various police publications and this resulted in my being severely criticised in my annual appraisals.

My predictions about an escalation in sick leave proved to be correct but not until millions of pounds of taxpayers' money had been wasted.

The problem was eventually brought under control by the use of management tools which I'd proposed and had rejected years earlier.

A credible Home Affairs Select Committee would scrupulously investigate my allegations in the public interest.

PS

My only conclusion for the Met's failure to implement such basic management tools much earlier than it did do was because so many corrupt officers were being allowed to retire on ill - health pensions during that period and this entailed lengthy periods of sick leave prior to retirement and deliberate mismanagement of sick leave neatly camouflaged this cynical ploy

**John Kenny (Metropolitan Police, 1965-1995)**

**November 2012**