



House of Commons  
Home Affairs Committee

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**International  
Conference on  
Leadership and  
Standards in the Police**

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**Attlee Suite, Portcullis House**

**Monday 14 January 2013**

**Conference Speeches**

# Programme

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09.15 *Registration*

09.45 Opening remarks by Rt. Hon Keith Vaz MP, Chair

10.00 **The College of Policing**

Speaker: Alex Marshall, Chief Executive, the College of Policing

10.20 **Leadership in the Metropolitan Police**

Speaker: Commissioner Sir Bernard Hogan-Howe QPM, Metropolitan Police

10.40 **International police cooperation**

Speaker: Mr Khoo Boon Hui, Ministry of Home Affairs, Singapore

11.00 **Police integrity**

Speaker: Dr Louise Westmarland, The Open University

11.20 *Tea & Coffee*

11.40 **Professional standards and training for officers**

Speaker: Commissioner Bob Paulson COM, Royal Canadian Mounted Police

12.00 **Police leadership**

Speaker: Sir Hugh Orde OBE QPM, Association of Chief Police Officers

12.20 **Police and crime commissioners**

Speaker: Lord Wasserman

12.40 **HMIC's role in improving policing**

Speaker: Tom Winsor, HM Chief Inspector of Constabulary

13.00 Closing remarks from Rt Hon. Keith Vaz MP, Chair

<b>Speeches</b>	<b>Organisation</b>
Commissioner Bernard Hogan-Howe	Metropolitan Police
Khoo Boon Hui	Ministry of Home Affairs, Singapore
Sir Hugh Orde	ACPO
Tom Winsor	HMIC

## **Sir Bernard Hogan Howe speech to the International Conference on Leadership and Standards in the Police Service - 14 January 2013**

### **Leadership and Standards in the Metropolitan Police Service**

- I welcome the introduction of the College of Policing and offer my support and that of the MPS in helping Alex and his team to achieve their aim of enhancing professional practice across the police service.
- I have said many times how proud and honored I was to have been appointed Commissioner of the Metropolis and now, in my second year, that pride is even stronger, fuelled by some of the amazing staff I have the pleasure to lead and the feats that they have achieved.
- There are policing challenges from time to time but it is so easy to forget the incredible achievements of the police service in London and across the Country.
- In the Met we police a city of 8.2 million people with 1 million people traveling in and out of the city every day. We investigate 800,000 crimes a year and it is a great challenge to answer the 5.25 million telephone calls we get every year. This is a great challenge which most of our police officers and staff achieve every day to provide some excellence service. We should never forget the courage and the professionalism shown day to day, despite sometimes not always having all the training they need for the task and not always the IT that should be in place to help them, nor always the resources.
- When I arrived in the Met on my first day I met with over 1,000 officers. I made it clear to them what I wanted them to do and that was to have a total war on crime. For me one of the things that should underpin our leadership is crime reduction, either by stopping it or arresting people that get involved in it, as our core mission. We should be proud of the fact that we have a duty to enforce the law. We should be proud of being able to intervene in what sometimes are very difficult situations for officers are on the ground.
- What I said to our officers and staff, particularly leaders, is that I will support them if they do something that is legal, ethical and in good faith to put the criminal on the back foot and do everything possible to help the victim.
- And of course that's what our staff do every day: they do fight crime, they do arrest people, they do help victims and keep people safe.
- In 2012, we saw police both in London and right across the country help with the Diamond jubilee, Olympics and Paralympics. These were incredible achievements delivered by a police service that is confident, able and professional - who provided a fantastic Olympics that has been the envy of the world. Sometimes what gets ignored is the security and safety provided for the

millions of people who turned up to watch the games as well as the general public. Of course if the opposite had been true and there had been a failure in security it would soon to have been noticed. But quite often these things can be taken for granted despite six years of planning and on some occasions over 12,000 officers deployed across London, from both within London and from colleagues right around the country. I think it is vitally important we acknowledge that in explaining that there are still challenges for the future.

- Crime figures tell us there is less crime in London than last year. The Trident Gang Crime Command is fighting against gangs in London who account for a disproportionate amount of crime. There are over 260 gangs in London. We know that gang members are responsible for about 25% of serious violence, 20% of robbery, 50% of shootings and 15% serious sexual violence. We have had an impact by concentrating on their offending pattern. Already we have seen that serious youth violence is down by around a third and knife crime and gun discharges down by around a quarter. So that work is starting to have an impact as well as the diversion work we do too.
- I am also very proud of how we have changed our approach to seeing victims by offering them a visit if they want it. This has resulted in over 9,000 additional visits to victims since May 2012. Satisfaction in police accessibility has gone up to go up to 95%.
- It goes without saying that we intend to build on these successes.
- But of course leadership is often tested in more difficult circumstances and recently there have been challenges for policing.
- I know and understand that some people may have concerns about police integrity, no doubt as a result of some of the events of last year. The findings of the Hillsborough Independent Panel were shocking to people. They were shocking to me.
- Phone hacking, the series of racism cases that were heard about last year, the on-going matters relating to what happened in Downing Street in September as well as the matters which have resulted in there being a number of forces around the country without permanent Chief Constables.
- I do recognise the impression that these events give people and the impact they may have on trust and confidence in the police.
- I completely support mechanisms that properly hold the police to account. From the IPCC and the HMIC to the newly appointed Police and Crime Commissioners, the police service is already rightly held to account and scrutinized through a plethora of ways.

- Sometimes one-off inquiries have a role to play. I'm aware that the Chair, Keith Vaz, has recently called for an inquiry or Royal Commission into the police although I think what we need to be sure of is exactly what it would be looking in to and have a clear understanding of the scope otherwise Royal Commissions can be slow and unfocussed.
- I think that we should take some reassurance from the fact that some of the people who have looked in to the police service have concluded that in fact, integrity is generally good from a difficult position - that includes both the Leveson Inquiry and also the IPCC.
- The police service has seen huge changes over the years to make it more accountable and ensure its integrity.
- Lord Justice Leveson acknowledged the positive steps the Met has taken more recently to tackle some of the issues and perceptions that had existed such as clearer rules on gifts and hospitality, business interests and contact with the media.
- To be clear though we want to have a healthy and trusting relationships with journalists. Indeed the media can help us to detect crime and play an important role in holding the police to account. Both of these are essential to the success of the police.
- Therefore my message to my officers is that I want them to have open and professional dealings with reporters about their work and make sure that we are able to report the context of policing as well as some of the detail of what happens day to day.
- I just wanted to close, with the limited time that I have, to make a few proposals about how I think that over time we can improve the police service's leadership and training that we deliver.
- The first thing is that it should be based on a clear analysis. We should be very detailed in our account of where there are gaps and where there are things we need to improve so that we can make sure we respond in the appropriate way - we should not accept some of the general labels that are thrown about the police service.
- I would support what Alex has said in terms of building a police service in the future that is built on an academic base. What I am not saying however is that all police officers should be academic. But my point is that the police service generally has not been well served by having a body of knowledge.
- Professionals - whether it be engineering, medicine or law - all have faculties in our great universities. They have built, sometimes over hundreds of years,

bodies of knowledge which allow them to develop. Sadly, policing has never had that. We have picked and mixed from various disciplines - we have picked a little from sociology, we have taken something from forensic science, we have taken something from law.

- Despite the fact that we have 250,000 people in this country committed to keeping 60 million people safe we have never had the discipline and priority given to academic research to make sure we have a faculty or department of policing in our great universities.
- What it does mean therefore is that often our training and development of our leaders is based on knowledge that is untested, internationally as well as nationally.
- Certainly in the Met we will do our best, working with the College of Policing, to get professors of policing around the country. To get any department or faculty of policing in any academic institution is quite challenging, particularly at a time of recession. But I think that's the very time we need to invest in the future.
- We need to develop knowledge and research from around the world, not only from this country. I think that this will stand the United Kingdom in good stead for the next ten to twenty years. We will need to get to a critical mass and that will need some time, but our commitment from the Met is that we are prepared to find some money to support that and we will have a competition to find some universities who are prepared to part fund it and to see how they can work with the new chairs of the College of Policing to guard for the future.
- It is only by having that knowledge base that we will then be able to develop our leaders. We need to have more foundation training, and second to that, accredited training so that it does what it is required, and this has to be to a certain standard. One of the ways of assuring ourselves that the training is accredited to a high standard is that there is a significant fail rate.
- I am arguing for significant training at all levels, first of all in terms of leadership and secondly in terms of management - both are vital at various times.
- I think we need to train our people first of all in how to lead and how to manage but particularly how to fight crime. I go back to my first point that it ought to be that we are best equipped as the people who fight crime. I do not think that sometimes we can always argue that case extensively as we might be able to do in the future.
- So it should be that at each level from a Sergeant to a chief constable or a Commissioner that people have been trained to carry out their various roles and I am afraid that at the moment I don't think we can argue that.

- People have been prepared in certain skills and with certain knowledge but that is entirely different from saying to a Basic Command Unit leader, say a Chief Superintendent in Lambeth with probably 1,200 to 1,300 people with a budget of probably £40 million that this is how you manage crime reports, this is how you manage people, this is how you help a member of a public, this is how you build relationships with stakeholders - at least it gives some discipline to thinking, to show that there are some options.
- If there are three options there are always risks with any one of them - there is no perfect option - but I think unless we share that knowledge with people it is very unfair to hold them to account when it goes wrong because all they are doing is learning by mistakes as sadly we all have at times in the past.
- The final thing I mention is mainly seen as contentious, because not all my colleagues either accept or agree about this, but Tom Windsor did propose in his report that there is lateral entry for the police and I do support that with some caveats.
- I honestly think that the time has come to consider and implement it for a few reasons.
- We have a culture that is built on some great people and we do not want to lose that culture - People come in early for work, they work through their meal times, they take on people with knives. We've got some incredible people who day in day out do that but we do not see it. When horrible things happen police officers don't eat, they do come in early, they do not get paid overtime for it - we would never want to lose that sense of dedication. But equally I do think you get benefits from an injection of people. Whilst most of our strengths have been built on loyalty and good public service I think equally there are opportunities to get new people in too.
- I would not argue that all our cohort of leaders in the future should come from outside but I do think something in the order of 10% is entirely possible. And the reason I say that is that first of all it allows us to get new talent in now and I think we probably do need more younger people in - its not just about youth and age its about a new style and a new approach. Young people think in different ways.
- We do need people who challenge us. People who understand what I.T offers in other agencies as well as what we can do for the future. So I think it is vital that we do that.
- Secondly in terms of diversity, there is a question already about whether or not we are representative of the people who we provide a police service for. In the MPS one in three of our Police Community Support Officers, our police staff and specials are from minority groups. For police officers it is about 10%.

- In terms of looking at leadership it could take 20 years to see that change and I don't think we can wait 20 years. In graduate pools for instance women and minority groups are over represented - these are a very able group of people who do not always see us as an attractive option. And I think we can do something more to attract them to our organisation.
- What I am not saying is that if someone came to us having been a great leader in another organization I would give them one of our most challenging BCUs to manage straight away. I don't think that would be very wise but I might train them for 2 years or 18 months and I make them shadow for a while and then eventually when they have proved themselves to be adequate for job then we would expose them to that risk and only then.
- And I think the indirect benefit of giving that 10% that level of training is that 90% will cascade that training. The indirect benefit of training that minority is that the 90% will get far better training than I would argue we have had in a very long time and get what they deserve.
- So for me, I think there are some things we should be proud of. We need to acknowledge that there are some issues at the moment that are challenging in terms of integrity. But I think the way forward could be as an evidential based university academic rigor which is based on faculties or departments. Secondly that our training is based on that which is accredited and tested and finally to consider the injection of new talent - not the majority of the service but some in the coming years. It certainly seems to me that 10% is not the greatest risk to take if you were prepared to develop them and train them according to risk.

**MR KHOO BOON HUI  
SENIOR DEPUTY SECRETARY  
MINISTRY OF HOME AFFAIRS SINGAPORE**

**SPEECH AT THE  
INTERNATIONAL CONFERENCE ON  
LEADERSHIP AND STANDARDS IN POLICING  
AT THE PORTCULLIS HOUSE, LONDON ON 14 JAN 2013**

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Good Morning:

I am honoured to be invited to this important international policing conference on effective leadership and standards in policing and thank the Chair of the Home Affairs Select Committee for his warm hospitality and the opportunity to address such a distinguished gathering. I hope to share international policing perspectives gained from my experiences as the Commissioner of Police of Singapore from 1997 to 2010 and as INTERPOL President from 2008 to 2012. Before I start, I would like to declare that I am on the Advisory Panel of The Stevens Commission on the Future of Policing and am familiar with its deliberations, though I am not representing its interests here.

Let me begin by reminding us of the obvious challenges arising from the dynamic and interconnected world we live in. Fuelled by globalisation, the police face new challenges that have emerged from their changing operating environment. Crime spills across country and not just county borders, aided by the same forces that have benefited the global economy. The security landscape is consequently evolving at an unprecedented speed.

These networks are fluid and loose, with criminals engaging in a wide range of illicit activities. We now see a growing nexus of organised crime, narco-trafficking and terrorism as threats once distinct become intertwined. Increasingly, criminals are also capturing legitimate businesses such as the global financial and commodity markets.

The UK is however, fortunate to be in a region where there is a relatively good record of law enforcement cooperation. Nevertheless, as transnational crime becomes increasingly sophisticated and pervasive, even successful regions have to reach out globally across continents. And here, even though we all profess to be concerned over the threat posed by transnational organised crime, the ability and will to cooperate cannot be taken for granted, owing to differing local capacities and priorities.

I would therefore like to share my views on 3 issues: firstly, Platforms for International Police Cooperation; secondly, Capacity Building and Thought Leadership; and thirdly, Coping with Resource Constraints, linking them to the theme of the conference.

Ask senior police leaders what their preferred mode of international cooperation is and I venture that they will choose bilateral links effected either through an MOU, or regular meetings and exchanges. Better still if through the posting of accredited liaison officers, they can have their own men in the country. However, costs are high and multilateral arrangements make better sense. Alas, not every part of the world is like Europe where robust structures, formal mechanisms and well-funded institutions exist to facilitate cooperation. Some of the other regions may hold meetings but these are mainly to facilitate networking. They usually revert to the bilateral mode for effective cooperation.

INTERPOL, with its 190 member countries connected through a secure I-24/7 Global Police Communication System, therefore plays a critical role in facilitating cooperation across national borders and regions. Working on the premise that every international crime is a local crime somewhere, it allows police forces to access its vast databases and exchange critical intelligence. This year, the UK's National Crime Agency (NCA) becomes fully operational, building on the work of SOCA and various other units which fit NCA's crime fighting remit. This can only reinforce the UK's international policing partnerships and will certainly boost the UK's as well as INTERPOL's efficacy in tracking, detecting and mitigating international crime threats. For example, INTERPOL's Stolen and Lost Travel Documents database was used by the UK in 2011 to identify more than 11,000 people trying to enter the country using lost or stolen passports.

However, international police cooperation has to extend beyond the pursuit of criminals and information exchange since global policing efforts against transnational crime are only as strong as the weakest link. INTERPOL has therefore in recent years, stepped up its efforts to propagate best practices by either seeking the help of more advanced police forces or securing funds to pay for training expertise. And here, I want to acknowledge the tremendous assistance, both financially and professionally, that INTERPOL has received from the EU countries, the US and Canada to further its extended remit.

Of course, I will be the first to admit that the sharing of best practices can only get us thus far. If we are serious about tackling transnational crime, we need to equip Police leaders with the skills and support to aspire to the highest standards of international and local policing. Police forces with advanced capabilities have a key role to play in thought leadership, in encouraging innovation and in developing strategies to deal with current and future policing challenges.

Indeed, the British policing system has served as a sound model for many countries and continues to be influential globally. In particular, it can positively impact countries in economic transition or social development. For example, in the southern African region, Police chiefs of forces that have inherited the British system have had a positive influence on their counterparts who came from revolutionary military backgrounds. Allow me to also cite my own experience in the Singapore Police Force where I spent 33 years of my career in public service. Back in the late 1970s, when I had just joined the police, it was subjected to intense scrutiny as the government of the day felt that it was lagging behind the other public services and was in serious need of transformation. A team of systems engineers from the Ministry of Defence

descended upon Police Headquarters and after several months of study identified the need for changes in policing strategy, leadership and organisational development, and planning and training. The first two recommendations in my view have made the Singapore Police the effective organisation it is today.

Singapore's provisional crime rate last year of 580 per 100,000 population is the lowest in 28 years. For a country of over 5 million, in 2011, there were only 16 cases of murder, all solved and less than 400 robberies. Indeed on some days, there were no reports of robberies or burglaries. Four out of ten serious crimes were solved with public assistance, contributing to the 87% solution rate for burglaries. The police regularly come up top in surveys of trust in public services. This trust, I believe, has been painstakingly built not only through a track record of competency but also through demonstrations of empathy with the community. Guided by a shared vision and robust ethical values, police officers on the ground know that they not only have to do the right thing at the right time in the right way, but also with the right motives to achieve the right results.

So how did we go about transforming the police? You may recall that in the late 70s, "Look East" was a popular mantra among developing economies, triggered in part by best sellers such as "Japan as Number 1". We dutifully engaged a Japanese Police Study team, which not unexpectedly recommended that we adopt their highly successful Koban community policing system. It required significant deployments from decentralised police posts to focus on hitherto unfamiliar neighbourhood policing duties, such as home visits to change the image of the police. The public began to treat police officers as part of the community rather than as blue-light responders associated with bad news. The Japanese kindly offered their experts to help us implement this, including re-training our officers to change their mindsets. While Cabinet accepted the recommendations in principle, it astutely directed that we approach the UK government for a team of senior officers to review these before implementation. Cabinet felt that we should not just abandon the strengths of a system that we had inherited and had served us well for decades.

A team of serving British Police officers led by a respected Chief Constable recommended that while we should move towards community policing, we should also build on our existing centralised capabilities and continue our links with the British Police where training was concerned. Since the Government was willing to invest in the additional manpower and infrastructure required, we decided to adopt the major recommendations of both the British Policing and Japanese Koban models. This allowed Singapore to establish its own hybrid of community policing in the 80's, which has served us well.

Over time, the way this is being practised on the ground has changed. While community policing enabled the police to gain the trust of the residents, by the mid-90s, the Koban-styled posts were found to be a drain on manpower resources. Many of its activities were no longer relevant given the changes in our communities. Today, they are no longer used for deployments as officers are based in larger neighbourhood police centres, with responsibilities for a much wider range of general police services. My successor has taken further steps to reduce the services delivered from such posts and put more boots on the ground in the form of foot and bicycle patrols. On

hindsight, Cabinet's decision to request for and implement the British team's recommendations was not only sagacious but far-sighted.

We have also greatly benefited from our continued links with the UK police. For example, our Police forensic officers were attached to the London Met officers in the aftermath of the tragic 7/7 bombings. When we conducted our own exercise to test our response to such an attack 6 months later, my Bramshill course-mate, the then Chief Constable of the British Transport Police, was present to provide his comments to our professional and political leadership, including our Prime Minister. We continue to keep in touch with our British colleagues to learn of the latest developments in the field of policing. We have found such engagements worth the investment as such networks are not easily nurtured, being highly dependent on relationships with key individuals. I am glad that my successor continues the tradition of keeping in close touch with his British counterparts. From the global perspective, we would of course prefer that access to police thought leadership be institutionalised to avoid dissipation of such networks when individuals transfer or retire. Police around the world can benefit greatly from the UK and perhaps, the College of Policing can take on this important role of contributing to the enhancement of not only national but global standards of policing.

The other significant initiative that we launched in the late 70's involved attracting small numbers of the best "A level" candidates judged by their academic records and school and community leadership achievements. After a short period of training, they were offered scholarships to the top universities of the world. We then subjected them to demanding and challenging postings to hone their leadership skills. The current Commissioner is a product of this talent development initiative. A graduate of Balliol and the Harvard Kennedy School, he also found time to complete his part-time studies for an MBA in our local university. He has been developed through a varied career path with stints such as heading our Tactical SWAT, our UN Peacekeeping mission in Cambodia, as well as in our Ministry of Trade and Industry to formulate Singapore's Energy policy. Before taking over from me, he was in charge of our Prisons Service which he transformed to achieve a 30% recidivism rate. There were many others like him who could have succeeded me earlier. They had been talent spotted when they reached the rank of Assistant Commissioner to head other Government Agencies. Today, one of them is our Minister for Education, having also served as the head of our Central Bank previously, another the Chairman of the Economic Development Board and yet another the Permanent Secretary of the Ministry of Communications and Information. They all speak fondly of their exposure to leadership development during their early years in the police. I am confident that the experience they have gained in police leadership and organisational development will serve them in good stead as they lead their own transformation initiatives.

Indeed, in these times of rapid technological and social changes, economic uncertainties and significant budget constraints, police leadership is facing perhaps its greatest challenge for decades. While most police leaders are preoccupied with their local policing challenges and transformation of their organisations, I would be remiss if I do not mention my concerns if insufficient attention is paid to thought leadership, innovation and other international issues

Just a fortnight ago, the INTERPOL Secretary General, in his first official mission to Myanmar, met with senior police and government officials to identify areas for enhanced law enforcement cooperation. Following this highly successful mission, INTERPOL will be deploying a team of experts to identify how INTERPOL and its member countries can assist the Myanmar police to enhance border security, improve capacity building and training as well as adopt technologies such as biometric identification. This will be significant as previously, they had hitherto received training from China and to a more limited extent, its other neighbours. How INTERPOL's member states respond to such calls for help may impact on how Myanmar's Police develops as a key institution in its country's agenda for democratic reform.

Resource constraints can also lead to R&D budget cuts. This could curtail police capabilities to fund research, causing industry players to move to markets more supportive of innovation. Police forces will then lose access to cutting edge technology, which mainly resides in the private sector. We know how quick criminal groups are quick to take advantage of sophisticated technologies to facilitate their criminal activities. I presume that they are also not subject to budget cuts.

INTERPOL has recognised the need to collaborate with industry players to assist member countries in developing cutting edge solutions. This is reflected in the collaboration between INTERPOL and industry players to develop various innovations such as the INTERPOL Global Register (IGR). With the IGR, member states will be better equipped to combat trafficking of illicit goods through product verification. However, such collaborations are not without controversy as they depend on private funding and INTERPOL is conscious of the need for good governance and transparent procedures to maintain its independence.

INTERPOL has therefore also turned to countries for assistance for substantial investments. Singapore responded by offering to build and provide rent-free by 2014 the INTERPOL Global Complex for Innovation, to better support INTERPOL's innovation, R&D and capacity building remit. Located in Singapore's prestigious embassy row with the British and Australian High Commissions, and the US and Chinese Embassies as its neighbours, the IGCI will also enhance INTERPOL's engagement in the Asia-Pacific region by addressing the increasing demand for capacity building, especially in new crime areas and training less developed police forces.

More significantly, INTERPOL's Digital Crime Centre, housed in the IGCI, will serve as a global hub for cybercrime issues, bringing together member states, industry players and academia to generate innovative solutions and share best practices. Under a partnership agreement between INTERPOL and a private sector technology company, the latter will support the establishment of INTERPOL's Digital Forensic Lab and Cyber-Fusion Centre.

In concluding, I would like to reiterate that international police cooperation plays a key role in addressing the ever increasing threat posed by transnational crime. As criminal organisations become more sophisticated and pervasive, they will not

hesitate to take advantage of global gaps in policing. Police forces must therefore cooperate in areas beyond intelligence exchange and solving crime. We need police forces with advanced capabilities to continue providing thought leadership and innovation. As these efforts have impact on global policing standards, we need to ensure their continuity in spite of difficult economic times. At the same time, we should leverage on international organisations such as INTERPOL, which stand ready to provide operational expertise and support to police around the world.

The British Police model has been a positive influence for many police forces around the world. I urge you not to allow this to dissipate. When opportunities to learn and work with the best are lost, the world can only settle for second best and over time, the criminals would have won. Thank you.

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## **CHECK AGAINST DELIVERY**

### **Police Leadership: 20 mins**

Thank you for the opportunity to take part in this critical debate. Only last week I gave evidence to the Select Committee on this subject, as did the Commissioner, at the opening of the Committee Inquiry on this subject and it is absolutely right that the model of policing that has been so influential across the world is routinely challenged. In a country with 56 million people and rising, and a police service of 130,000 and falling, the essential need to maintain public trust and confidence is self evident. In the most simple of terms, we police with the consent of the citizen, and that is the bedrock of our model.

This principle was built in to the model by the first commissioners of the Metropolitan Police, Charles Rowan and Richard Mayne. They determined that the police should have to act in such a way that secures and maintain the approval, respect and affection of the public. Professional in character, independent of any special interest and accountable to the public we serve and the rule of law.

Indeed if one examines some isolated cases over the past few decades, it is when the police do, or are perceived to have broken these principles that public concern rises and confidence suffers.

That is why this conference and your enquiry is so important Chairman.

The challenge for any senior police officer speaking on this agenda is that it is all too easy to appear defensive, in denial or complacent. Any attempt to point out some of the positive statistics, or to try and describe why things do, on occasions go wrong or even to try to set the concerns in context can actually make the issue worse! But let me be quite clear from the outset, the Chief Constables and senior leaders of the service I represent lead a service that in the main still has the trust of the citizen. The scenes in Manchester after the tragic murders of constables Nicola Hughes and Fiona Bone illustrate just how appalled the public were at the execution of unarmed officers.

Whilst it is true that confidence in authority across parts of the public and private sectors has fallen over the past decade, the police remain among those still considered most trustworthy, ranked behind judges but above business leaders, civil servants politicians and journalists.

So whilst it is right and important that high profile cases are properly examined, I think the majority of citizens judge us on what we deliver, not what is covered in the papers. If that is the case, then the 7 million plus interactions which take place between public and police each year are where support for us will succeed or fail. Indeed, that is why the College of Policing is so critical for the future. As Alex has described xxx

So what of the evidence on Integrity in the UK police? Well recent HMCIC reports, IPCC reports and Lord Leveson's report found no evidence of endemic corruption in British Policing.

Leveson observed;

".... although operation Elveden is proceeding, the inquiry has not unearthed extensive evidence of police corruption nor is there evidence satisfying the standard of proof that I have adopted, namely the balance of probabilities, that significant numbers of police officers lack integrity .."

He continued: "Speculation, suspicion and legitimate perceptions may abound.... (but) the notion, as a matter of established fact that this may be a widespread problem is not borne out. The scale of the problem needs to be kept in proportion"

Indeed, in the past 35 years one Chief Constable has been dismissed from the service for misconduct. Clearly even such a rare event is one too many but overall a positive record. As leaders we must be in the vanguard of driving forward standards in policing. But as Lord Leveson stated, the scale of the problem needs to be kept in proportion.

So, how do we as a service move forward on this issue? Well firstly by being open to challenge, (which is why I am here, with so many colleagues), available to deal with issues of concern and being as transparent as we can in what is a rather complex environment. High levels of accountability are critical if we are to maintain the consensual policing model that is so admired across the world. In stark terms it means that when cases such as Andrew Mitchell hit the headlines, or the Hillsborough Report, or allegations around corruption, that we step up in a visible and accountable way to answer the concerns. This is a point I made on C4 news only last week when appearing on the programme for exactly that reason.

It is why Det Ch Supt Gordon Briggs stated so clearly at the end of a trial of a police officer last week that there is:

“... no place for corrupt officers or staff in the Metropolitan Police Service. We hope that the prosecution demonstrates that leaking or in this case trying to sell confidential information to journalists for personal gain will not be tolerated”

So I do think that a zero tolerance of corruption is the only sensible place to be, and it is exactly where we are. Every high profile event can have a huge effect on confidence in the routine of policing. It is exactly the same as the MP expenses scandal, where I spoke to many politicians of the

highest integrity who described how they all felt tarred with the same brush. We have to underpin these clear messages with action to ensure we support the overwhelming majority of our police colleagues at all ranks and grades, who are public servants doing a very challenging job to the very best of their ability.

### **ACPO has led on:**

- National Guidance on Secondary Employment and acceptance of Gifts and Hospitality
- Transparency International report: ACPO commissioned report – an example of how we proactively seek to address integrity issues in addition to reacting when problems arise.
- Employment of officers post service – working to consider the applicability of a Code similar to the Civil Service Code governing such employment.

### **Widespread ACPO support for the following:**

#### **Transparency:**

- A National Gifts and Hospitality Register to be maintained by the College of Policing
- A Register of interests for chief officers maintained by College of Policing (wider than business interests, rather like MPs)
- Increased visibility of chief officers' total reward packages

- Implementation of Leveson recommendations, e.g. change to 'off the record', recording media contact, adoption of ACPO good practice guidance on who speaks to media, greater rigour in PNC access audit

### **Leadership and culture:**

- A Code of Ethics bringing together the Peelian Principles, the Attestation and the Statement of Mission and Values.
- Embedded support and testing of understanding of ethical standards across an officer's career
- Reinforce ACPO guidance on alcohol consumption at events (Leveson again)
- A whistle-blowing/ethics line (Leveson)

### **Disciplinary procedures:**

- Publishing outcomes of discipline hearings
- Maintain a list of those officers who have been dismissed or have resigned prior to or during misconduct hearings who would be disqualified from practicing as a police officer in the future in a similar way to other professions where individuals may be "struck off."
- Increase use of local restorative interventions as a resolution to complaints from members of the public where appropriate
- IPCC to amend severity test to reduce bureaucracy and speed up proceedings

### **Vetting**

- Audit vetting requirements and develop new framework
- Develop clarity about the role of PCCs in respect of this area

## **Second jobs**

- An issue that has received some media attention recently.
- Police officers are not unique among those in public services who hold second jobs outside of their substantive roles – this is their spare time.
- We are clear that the priority of police officers is to protect the public and those who request permission to carry out additional work need permission from their force.
- ACPO has, within the last 6 months, **reissued guidance (available on our website)** which sets out the criteria of appropriate secondary work or business interests.
- There are a number of factors taken into consideration before an application for a business interest is approved and these include any impact on a force and the applicant's current performance.
- If a secondary role affects their main job, permission will be revoked.
- In many cases permission is granted and the secondary role is minimal, but it has to be declared in the interests of transparency and ensuring public confidence.

So, is all that enough? The answer is a clear no, our task is to lead the police service of this country, I am clear that those

who currently hold the top positions are absolutely focussed on the issues we are discussing today. The {Prime Minister said to the Commons Liaison Committee recently:

“What I see of the Chief Constables I come across is that they are extremely capable and competent people”

He is in my judgement right! I am equally clear that the evidence available to us is reassuring.

There is no crisis in leadership. We will deal with issues that arise from time to time openly, transparently and robustly. That is how all professions deal with individuals who fail to keep the high standards that are set. That is why **52 solicitors** (out of approx 165,227) were removed from the roll in 2011 (last available figs). That is why **65 doctors** (out of 245,903) were struck off in the same year. Standards are essential and the College of Policing will be a great strength to us looking forward. No one seeks to suggest there is a crisis in integrity in the medical or legal professions just because a small number failed to behave as they should; indeed facing up to and dealing with those who fail should increase confidence in any profession not reduce it.

Policing in the UK is in a period of great change, not only structurally, but across its leadership as a natural consequence of the freeze on appointments by the Government until Police and Crime Commissioners got into place. As we are seeing, many CCs are now being selected.

This too, is a cause for confidence looking forward. The pool of talent is substantial and most of these jobs will be subject to fierce competition. There is no shortage of individuals willing to step up. Having opened the next Strategic Command Course with Sir Peter Fahy only last week, the next generation of leaders is already being trained. People who will continue to work with communities to fight and reduce crime, people who will step forward willingly to be held to account, and people who will continue to ensure we are never complacent about issues such as high standards of leadership and integrity in our great service.

Thank you

# HMCIC SPEECH TO THE INTERNATIONAL CONFERENCE ON POLICE LEADERSHIP AND STANDARDS

Portcullis House

14 January 2013

Good afternoon, ladies and gentlemen. Thank you to Mr Vaz for inviting me to speak here today.

2. At the beginning of this conference, we heard from Chief Constable Alex Marshall about a brand new policing institution, the College of Policing. As many of you will know, Her Majesty's Inspectorate of Constabulary is almost as old as the Metropolitan Police Service, having been set up in 1856. It is the organisation charged with inspecting and reporting upon the efficiency and effectiveness of policing in England and Wales.

3. The policing landscape is already very different to how it was a few years ago, and it is destined to continue to change in the next few years. We now have Police and Crime Commissioners. The NPIA is being wound up and the College of Policing will soon have its legislative birthright. The National Crime Agency is also soon to have legitimacy by virtue of the Crime & Courts Bill. Force collaborations will intensify. The provision of services to police forces by private sector organisations is likely to increase markedly. There is a new Police IT company. There are a significant number of new chief constables now being appointed. There are considerable financial savings to be attained whilst maintaining operational

effectiveness. And last but not least there are reforms to pay and conditions of service, some already implemented and some still to come.

4. That is quite a programme of change.

5. And HMIC has changed too. Its independence from Ministers has been increased in some respects; it now reports direct to Parliament, not to Ministers. Its role in chief constable appointments has been abolished. It will not inspect PCCs in the way it inspected police authorities. And the chief HMI is, for the first time, someone who has never served as a police officer.

6. Although Parliament has made the decision that HMIC will no longer have a role in the appointment of chief constables, that does not mean that HMIC is uninterested in the leadership of the police service. Far from it. It is the decisions which are made by police leaders which are the primary focus of what we do.

7. Nor are we uninterested in standards, the professional standards of policing.

8. I have taken time to reflect on what we mean by leadership and standards in policing and I want to talk about that before I say a little about the role of HMIC, and how we will go about doing what it is Parliament requires us to do.

9. On leadership, an enormous amount depends on the style, approach and behaviour of the men and women at the very top of an organisation. This affects

culture very significantly. As Bob Diamond said last year during the inaugural Today Business Lecture: “culture is what we do when no-one is looking.”

10. Leadership is critical to that.

11. The quality of the way in which organisations are led is materially dependent on the behaviour, style and approach of people at the very top.

12. In a disciplined service like the police, which is far less internally critical of its leaders, that becomes even more important. Officers in ranks below ACPO are often quite unwilling to say to superior officers that their behaviour is below acceptable standards. In commercial organisations, that can and does happen more freely. It happens there also because of companies’ governance structures, which involve boards of directors including non-executive directors, each of whom has fiduciary duties established in law to act in the best interests of the company. And they have accountability also to shareholders. Police forces have very different models of governance and accountability. And as we know, the accountability of chief constables has very recently been materially changed with the establishment and election of police and crime commissioners. That is an accountability dynamic which is quite radically different from the 1960s model of police authorities, and it is important that all the institutions involved in policing make every effort to make it work and work well. I am certain that can be done.

13. Leadership by example is all the more important in policing because of the special nature of the office of constable. A police officer has an original and not a delegated jurisdiction, and is himself directly answerable to the law for his actions. This is a fundamental part of what makes British policing an essential and extremely powerful protection of the citizen against the arbitrary use of power and against the police becoming an oppressive instrument of the state. The office of constable is a very precious as well as a very important part of British policing, and nothing should be done which in any way jeopardises it; it can and should be preserved, protected and defended.

14. Almost uniquely in policing, we invest in the lowest ranking members of the organisation the greatest amount of power. This means that the inspirational quality of police leadership is crucial because in the use of the power of arrest – the deprivation of liberty – those officers cannot be ordered to act; they are subject only to the law. As a consequence, leadership in the police service is materially and qualitatively different to leadership in the military or in a commercial organisation.

15. As I said earlier, it is the leaders of an organisation and a profession which must demonstrate the most conspicuous high standards of behaviour to the people they lead.

16. Earlier this year, I published my recommendations for direct entry to the higher ranks of the police. A materially and qualitatively different model from an officer class. If recommended, these will assist in the early improvement in the skills

and experience matrix of those higher ranks, and the leadership of the police in the relatively near future will be enriched by the inclusion in the higher police ranks of people from other backgrounds and professional experience. Together with my recommendations on the movement to a skills- and contribution-based pay system for the police, I believe that this reform has the potential to change the face of modern British policing permanently for the better.

17. I now turn to the role of HMIC in the new policing landscape.

18. It is three months since I began as Chief Inspector of Constabulary. I have spent much of this time listening to people, and I will continue to do so. I have listened intensely, but my views, informed by what I saw in policing during my review of police pay and conditions and what I have seen and heard in this job, have crystallised to a greater degree, and I shall shortly make a statement of the principles which will apply to HMIC under my leadership.

19. The culture of the police has many very great strengths. It is a culture of determination, courage, hard work and achievement, of facing any challenge or danger and confronting it in full measure. There is a considerable degree of goodwill in the police, in making sacrifices - personal and otherwise - to protect the public, to deter crime, disrupt criminal networks, apprehend criminals and so make communities safer. Nothing should be done which might jeopardise that; indeed it is the objective of HMIC to support and intensify these characteristics and qualities.

20. The principal beneficiaries of the work of HMIC must be, and will of course be, the public. It is for their protection that policing exists. The focus must relentlessly be on the service of the police to the public, and the primary purpose of policing which is the prevention of crime. Prevention is always far better than cure. Reducing the demand for police services by preventing crime being committed in the first place is the best and by far the most efficient use of police time and resources. And the work and recommendations of HMIC must be directed to ensuring that the efficiency and effectiveness of the constable is as great as it can be made to be, including the infrastructure around him, the support which he receives, and the results which he is enabled to attain. In this regard, there are many more things which can and should be done. The single most significant change would be the use of IT.

21. I know that police officers and police staff are eager for improvements in all these respects, and the management of the police service must have placed in their hands the tools to do this, and the skills with which to use those tools so that they may lead by example. Those were the principles which informed and guided my review into police pay and conditions of service. They will continue to affect and materially influence the approach I take at HMIC.

22. With all these things in mind, how then will HMIC carry out its work in the coming years?

23. Efficiency and effectiveness - these are the things which HMIC inspects and reports upon - and they are HMIC's statutory remit. They are what the inspectors of

constabulary were established to do under the County and Borough Police Act 1856, and they remain unaltered under the Police Act 1996 as amended. It is an extremely wide remit.

24. For five years, until 2004, I was the economic regulator of the railways. The executive powers of this job are much less than those of that economic regulatory role I had. In this job, I do not have the power to give orders for things to change, which people have a legal duty to obey; I cannot determine large parts of public spending for the enterprises and operations within my jurisdiction, and I cannot unilaterally reform the accountability and regulatory matrix. The principal power of HMIC is its voice, and its authority. It is for others to act, if they see fit, on the judgments and recommendations which HMIC has made. Those others are chief constables, police and crime commissioners, the Home Office and others. They will only do so if HMIC continues to command the respect which it presently holds, by virtue of the distinguished leadership of my predecessor, Sir Denis O'Connor. I am determined that it will do so, and that our voice will be enhanced by what we do and the ways in which we do it.

25. One of the earliest pieces of work which I have commissioned is the making of a promise, a promise to the police service and to the other organisations and institutions which I have mentioned, and to the public. It is a promise about how HMIC will work.

26. I take very seriously the right of every citizen who is subject to the power of the state, including therefore the power of an inspectorate operating with the

authority of the state, to be treated fairly. And with that goes the duty of the public authority to explain.

27. So shortly we will publish a detailed exposition of the way in which we will operate, and what will be our procedures, so that police forces, politicians, and the public know what to expect when we carry out inspections.

28. As I have said, the accountability dynamic in policing has changed materially for the first time since 1964, and the landscape continues to change. Strong leadership and an uncompromising approach to standards are critical now and in the future if the efficiency and effectiveness of the police is to be maintained and improved. HMIC will play its part in ensuring that. And with the co-operation and constructive engagement of police forces, police and crime commissioners and others, we have the capacity and the opportunity to do real good for the police service, and through the police service for the public which it serves.

END

# Speaker profiles

<p>Mr Khoo Boon Hui</p> 	<p>Mr Khoo Boon Hui served as President of INTERPOL from 2008 to 2012.</p> <p>Born in Singapore in 1954, Mr Khoo has more than 30 years of police experience as well as recognized expertise in organizational management.</p> <p>He began his career in the Singapore Police Force (SPF) in 1977 and served as Commissioner of the Singapore Police from 1997 to 2010. Under his leadership, the SPF helped Singapore consistently maintain low crime rates and earn a reputation as one of the safest cities in the world. Mr Khoo's previous positions at the SPF include Deputy Commissioner of Police, Director of the Criminal Investigation Department and Police Chief of Staff. On 1 Feb 2010, he was appointed the Senior Deputy Secretary of the Ministry of Home Affairs.</p> <p>In 2006, Mr Khoo was elected to the INTERPOL Executive Committee as Vice-President for Asia. During his two years in the post, he actively worked to strengthen ties between INTERPOL and Southeast Asian police forces, culminating in the signing of a Declaration of Cooperation between ASEANAPOL and INTERPOL in June 2007. In October 2008, he was elected President of INTERPOL.</p> <p>Mr Khoo holds a Master's Degree in Public Administration from the Kennedy School of Government, Harvard, and a Bachelor of Arts Degree in Engineering Science and Economics from the University of Oxford. He attended the Advanced Management Program at the Wharton School of the University of Pennsylvania in 2002 and has received numerous international honours and local awards.</p>
<p>Commissioner Bob Paulson</p> 	<p>Mr. Paulson joined the RCMP in 1986 in Chilliwack B.C. Prior to joining the RCMP, Mr. Paulson spent almost seven years in the Canadian Armed Forces.</p> <p>From 1986 to 2005, Mr. Paulson served in various locations in British Columbia doing municipal, provincial and federal policing. This includes work in unsolved homicide unit, aboriginal and community policing, and investigating organized crime.</p> <p>In 2005, Mr. Paulson transferred to National Headquarters in Ottawa, where he served as Director General, Major and Organized Crime Intelligence Branch, Director General, National Security Criminal Operations, Assistant Commissioner National Security Criminal Investigations and Assistant Commissioner Contract and Aboriginal Policing Services. In November 2010, he was appointed Deputy Commissioner, Federal Policing.</p> <p>Mr. Paulson became the 23rd Commissioner of the RCMP on November 21, 2011.</p> <p>He has a son and two daughters. Mr. Paulson and his partner Erin O'Gorman enjoy running and hiking together.</p>

Commissioner  
Bernard Hogan-Howe



Sir Bernard has an MA in Law from Oxford University, a diploma in Applied Criminology and was awarded an MBA in Business Administration from Sheffield University. He has been awarded the Queen's Police Medal.

After four years working in the health service he joined South Yorkshire Police. He worked across the South Yorkshire area in uniform, CID, traffic and personnel. He policed Doncaster's mining community during the miners' strike.

In 1997, he joined Merseyside Police as Assistant Chief Constable (ACC) Community Affairs before taking responsibility for Area Operations in 1999. He was Gold Commander during the national Petrol Disputes of 2000/2001.

Sir Bernard joined the Metropolitan Police Service (MPS) as Assistant Commissioner in July 2001 with responsibility for Human Resources. During this time he helped the MPS attain 20% growth, reaching 30,000 officers.

He re-joined Merseyside Police in 2004, on appointment to Chief Constable, where he introduced the force 'Total Policing' model focusing on crime, victims and professionalism. This approach led to crime reducing by a third, a 26 per cent reduction in anti-social behaviour and the highest level of criminal asset recovery outside of London (more than £20 million over three years).

He was appointed to Her Majesty's Inspectorate of Constabulary (HMIC) in October 2009 and his work included inspections of the MPS, City of London Police, British Transport Police, Serious Organised Crime Agency and Police Service of Northern Ireland. He was also lead Inspector on thematic areas of policing such as the Olympics, counter terrorism and serious organised crime. In January 2011 he led the review of the national domestic extremism units.

Alex Marshall



Alex Marshall has been a police officer for 32 years and a chief constable since 2008. He spent 20 years in the Metropolitan Police Service working mainly in operational roles in South London. In 2000 Alex transferred to Cambridgeshire Police where he headed specialist operational policing and was an Area Commander.

From 2004 he was an Assistant Chief Constable and Deputy Chief Constable in Thames Valley Police where his responsibilities included professional standards, improving performance and the policing of major events.

As Chief Constable of Hampshire and the Isle of Wight, Alex has overseen four consecutive years of crime reduction, has rolled out mobile data terminals to frontline officers and has delivered around £40million in savings. He has also maintained the numbers of police officers and police staff in visible local policing roles across Hampshire.

Alex's national responsibilities include the introduction of the National Police Air Service, setting a vision for the future of policing and improving the use of community disposals. He has a Masters degree in Criminology from the University of Cambridge. He was awarded the Queen's Police Medal in 2009.

In October 2012, Alex was selected to become the Chief Executive of the College of Policing, a new national body that will be operational in December 2012 and will enhance professionalism in policing.

<p>Sir Hugh Orde</p> 	<p>Sir Hugh Orde became President of the Association of Chief Police Officers in September 2009, having served as a Vice President since 2006.</p> <p>Sir Hugh joined the Metropolitan Police Service in 1977 and served in central, south and west London before taking command of the Territorial Support Group as a Superintendent. He was appointed Commander (Crime) for southwest London in June 1998 and in April 1999 was the officer in command of the racially motivated Brixton bombing in which 50 people were injured. As Commander he also developed Operation Trident, an operation set up to deal with serious drugs related crime in London.</p> <p>In September 2002 Sir Hugh was appointed Chief Constable of the newly formed Police Service of Northern Ireland (PSNI), a position he held for seven years. During his time in Northern Ireland he was responsible for the implementation of the Patten report. Widely recognised as one of the largest Police reform projects undertaken across the world, the successful implementation of the Patten Report was critical to the progress Northern Ireland peace process.</p> <p>Sir Hugh Orde was awarded an OBE in 2001 for services to policing, and in 2005 was knighted for his work. In 2008 he was awarded the annual Leadership Award from the Police Executive Research Forum recognising his work in changing policing in Northern Ireland following the Good Friday Agreement in 1998. In 2010 he was awarded a Queen's Police Medal for services to policing.</p> <p>Sir Hugh is a graduate of the FBI National Executive Institute. He holds a Degree in Public Administration, an honorary Doctorate in Civil Law from the University of Kent and an honorary doctorate in law from Ulster University, where he is a visiting professor.</p>
<p>Dr Louise Westmarland</p> 	<p>Louise Westmarland is Director of the International Centre for Comparative Criminological Research (ICCCR).</p> <p>Her research interests include gender and the police, violence, and integrity and ethics in the criminal justice system. She is also interested in ethnographic research methods, danger, fear and situations where privileged access leads to dilemmas for researchers. She has published articles on police informers and the way they are regulated and the effect of this upon rights and justice. More recently she completed a book about research methods in criminology. Her other recent research projects have included studying women bouncers and violence in the context of social control of the night time economy with Professor Dick Hobbs. (ESRC Grant reference: RES-000-23-0384-A): <i>Women on the Door: Female Bouncers in the New Night-time Economy</i>,</p> <p>Another project that was awarded ESRC funding was about police, public services and consumer culture (ESRC Grant reference RES-143-25-0008). This was called <i>Creating Citizen-Consumers: Changing Relationships and Identifications</i> and was carried out with colleagues at the Open University.</p> <p>Dr Westmarland is currently conducting an extensive survey of police officers' corrupt behaviour and beliefs about their actions and those of their colleagues. She is also working on a comparative study of the way homicides are reported and recorded in the UK and the US.</p>

Lord Wasserman



Gordon Wasserman is a Conservative politician and member of the House of Lords who has been Government Adviser on Policing and Criminal Justice since 2011.

Born in Canada, Wasserman was educated at McGill University and Oxford University. He joined the Home Office as a civil servant in 1967 and worked variously as Economic Adviser, in the Urban Deprivation Unit and as an Assistant Under Secretary of State responsible successively for social policy and policing.

In his subsequent private sector career, Wasserman served as a consultant in public sector and police management, particularly in the use of science and technology in policing. He worked with the Police Commissioners of New York City, Philadelphia and Miami as well as the Department of Justice.

He was created a life peer as Baron Wasserman, of Pimlico in the City of Westminster, in 2011

Tom Winsor



Tom Winsor is Her Majesty's Chief Inspector of Constabulary. He took up his post in October 2012.

Mr Winsor joins HMIC from the law firm White & Case where he has been a partner since July 2004. Before that he spent five years as the UK's Rail Regulator and International Rail Regulator.

As Rail Regulator, Mr Winsor was a member of the group of nine economic regulators of the UK (railways, energy, water, broadcasting, OFT, postal services, London Underground, energy (Northern Ireland) and water (Scotland)) which deals with issues of common interest and concern across the regulated sectors.

He was also the senior member of the Convention of European rail regulatory authorities, chaired by the European Commission. The Convention focuses on the establishment and operation of regulatory authorities for railways in the European Union, issues of development of efficient and economical market structures for railways and opportunities for competitive development and co-operation.

Before his appointment as UK Rail Regulator, Mr Winsor was one of the UK's leading rail lawyers at a prominent City of London firm.

On 01 October 2010, he was appointed by the Home Secretary to carry out a review of the remuneration and conditions of service of police officers and staff in England and Wales.