



House of Commons  
Home Affairs Committee

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# **Leadership and standards in the police**

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**Third Report of Session 2013–14**

*Volume I*





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Home Affairs Committee

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# Leadership and standards in the police

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Third Report of Session 2013–14

## *Volume I*

*Volume I: Report, together with formal minutes*

*Volume II: Oral and written evidence*

*Additional written evidence is contained in Volume III, available on the Committee website at [www.parliament.uk/homeaffairscom](http://www.parliament.uk/homeaffairscom)*

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## Home Affairs Committee

The Home Affairs Committee is appointed by the House of Commons to examine the expenditure, administration, and policy of the Home Office and its associated public bodies.

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Karl Turner MP (*Labour, Kingston upon Hull East*)

### Powers

The Committee is one of the departmental select committees, the powers of which are set out in House of Commons Standing Orders, principally in SO No 152. These are available on the Internet via [www.parliament.uk](http://www.parliament.uk).

### Publication

The Reports and evidence of the Committee are published by The Stationery Office by Order of the House. All publications of the Committee (including press notices) are on the Internet at [www.parliament.uk/homeaffairscom](http://www.parliament.uk/homeaffairscom).

### Committee staff

The current staff of the Committee are Tom Healey (Clerk), Dr Richard Benwell and Robert Cope (Second Clerks), Eleanor Scarnell (Committee Specialist), Andy Boyd (Senior Committee Assistant), Michelle Garratty (Committee Assistant), Iwona Hankin (Committee Support Officer) and Alex Paterson (Select Committee Media Officer).

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## Key facts

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### *Police pay*

- For the first time, some chief constables can now earn more than 10 ordinary constables combined.
- The suggested starting salary for a new police constable will be £19,000, down from £23,000, from 1 April 2013.
- A constable with a relevant qualification or experience as a special constable or a PCSO could start on £22,000.
- Police and Crime Commissioners are permitted to vary the existing starting salaries for Chief Constables by up to 10%.

### *Diversity*

- In Dyfed-Powys, North Wales and Humberside constabularies, fewer than 1 in 100 officers are from a Black, Asian or minority ethnic background. In the Metropolitan Police, the proportion is 1 in 10.
- 2.9% of ACPO-ranked officers are from a Black, Asian or minority ethnic background
- The current proportion of female officers in England and Wales is 27.0% compared with 16.1% in 1999.
- Women are under-represented in senior ranks (Chief Inspector and above) (16.8%), compared with 29% of police constables.

### *Training and standards*

- 26% of officers joining the police are graduates.
- Police staff and PCSOs now represent 38% of the police workforce in England and Wales.
- There are currently 36 serving officers deployed overseas: 21 in Afghanistan; 9 in Kosovo; 1 in Sierra Leone; 1 in South Sudan; 1 in Liberia; 1 in Libya; one in Occupied Palestinian Territories; and 1 in Yemen.

### *Integrity and discipline*

- The Home Office does not collect details of compensation claims made by police officers and there is currently no guidance on this matter.
- Ten ACPO-rank officers were under investigation when we took evidence from Sir Hugh Orde.

# 1 Introduction

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1. There are two sides to public perceptions of the police and to the image the police portray to us. Every day, thousands of officers show absolute commitment to their work and go beyond the call of duty to safeguard the public, prevent crime and catch criminals. The speedy and heroic response of officers to the brutal murder of Drummer Lee Rigby on 22 May is a spotlight on the kind of everyday excellence we have come to expect from the police service, attested to by many of our witnesses.<sup>1</sup> This kind of crisis response underlines the deep-rooted faith accorded to the service by the public. Trust in the excellence of British policing is projected on the international stage—the desire to work with British police shown by our colleagues in Romania, on our recent visit to Bucharest, is just one example. We have no doubt that the British police service will continue to shine as one of the most impressive police forces in the world, while maintaining its civilian character and the principle of policing by consent.

2. Behind the reputation, however, there are problems. There is a flip-side to public perceptions of the police prompted by examples of misconduct and criminality within their ranks, including a number of investigations which have come about as a result of historical police failings, such as Operations Yewtree and Elveden, and there is an undercurrent of discontent within the service itself, as reform and spending cuts affect the sense of worth of ordinary officers.

3. The Government has begun a process of fundamental reform of the landscape of institutions that structure British policing. New institutions like the College of Policing and the National Crime Agency (NCA) will be crucial in cutting crime at reduced cost. As Keith Bristow, chief executive of the NCA, told us this is a chance to join up law enforcement, tackle threats more effectively and cut crime.<sup>2</sup> We set out a simplified version of the new division of labour in policing in Annex I.

4. At the same time, however, morale among many police officers has sunk to its lowest ebb in recent memory.<sup>3</sup> A concatenation of crises risks damaging the quality of law-enforcement: public faith in policing has been tested by episodes such as the findings of the Hillsborough Panel Report, the “plebgate” incident, and the first dismissal of a chief constable in 30 years. At the same time, spending cuts have prompted a review of police pay and pensions and a freeze on recruitment which is slowing down efforts to promote diversity and renewal. In addition there has been the use of A19 to require the resignation of service officers with 30 or more years service.

5. When we held our *International Conference on Leadership and Standards in the Police* on 14 January 2013, over a hundred ordinary officers travelled to London and others wrote to us, many with a message of warning about the future of policing. As many reminded us, policing is a vocation that can sustain officers through all kinds of trials, but there is a limit to what can be asked and waning police morale could have a direct effect on operational

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<sup>1</sup> LSP 30 [Gary Jackson]; LSP 23 [James Satherley]

<sup>2</sup> Q 28 [Keith Bristow]

<sup>3</sup> Q 66 [Sir Hugh Orde]

effectiveness. The visceral response of many officers to Tom Winsor's *Independent Review of Police Officers' and Staff Remuneration and Conditions* and the London march of more than 30,000 officers on 10 May 2012 were clear demonstrations of discontent.

6. Nor can problems of integrity and morale be addressed easily in a “top-down” fashion. Although the police is a hierarchical organisation, chief constables do not issue orders to be followed to the letter by other officers. The independence of the office of constable means that “policy, law and other forms of direction are refracted through an enduring occupational culture”.<sup>4</sup> Police actions derive from a mix of the professional instincts of officers, the directions of their superiors within a force, the directions of bodies such as the Association of Chief Police Officers (ACPO) and the culture of policing—“police commonsense”.<sup>5</sup>

7. This means that leadership is spread widely across the police service and its ranks and a high degree of independence and responsibility remains with officers at all levels. Team leaders—sergeants and inspectors—have a powerful influence over the effectiveness and integrity of large numbers of officers, but there is little leadership training at sergeant and inspector level. As Nigel Lloyd put it, “whilst people need a driving license to drive and regular training for taser, firearms and unarmed defensive tactics, you can be in charge of a shift of police officers without any formal training whatsoever”.<sup>6</sup>

8. The police officer is the bedrock of enforcement of English Law: a servant of the Crown, sworn into the Office of Constable.<sup>7</sup> The office entails personal 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.<sup>8</sup>

9. While the Government has great vision for the new landscape of policing a number of pieces of the policing puzzle are still missing. It is not yet clear what is happening with the Police IT Procurement Company, what exactly the College of Policing is responsible for and where integrity registers, such as the Chief Constables' register of interests, will be held.

10. The landscape of policing is being redrawn with great potential to benefit the public. However, amidst this change, the Government risks leaving behind one critical element—police officers themselves. For policing to be effective, change must command the support of police officers and build the capabilities of all officers as independent professionals. It must win the backing of police staff (who are not warranted police constables), who are ever-more integral to policing operations. It must also command the support of the public, whose faith in the police is fundamental to their effectiveness.

11. For these objectives to be fulfilled, the Government must match its reform of the institutional landscape of policing with a renewal of the police themselves: a new emphasis on professionalism, integrity and individual responsibility. The College of Policing will be

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<sup>4</sup> LSP 34 [Professor Simon Holdaway], paragraph ii

<sup>5</sup> LSP 34 [Professor Simon Holdaway], paragraph ii

<sup>6</sup> LSP 24 [Nigel Lloyd]

<sup>7</sup> LSP 03 [David Treadwell]

<sup>8</sup> LSP 14 [Police Federation]



at the heart of that change. There are three areas where the College will be key to developing an effective service:

- a) Renewing public confidence by setting out a new code of professional conduct, removing grey areas, with inescapable sanctions for misconduct.
- b) Rebuilding flagging police morale by elevating the craft of policing to a modern profession with an emphasis on the independence and responsibility of each officer.
- c) Refashioning the make-up of the police force so that it really represents the public, so that the contract of trust which underlies effective policing can be restored.

**12. The College of Policing must create a police service more confident in the professional judgement and discretion of individual officers. To do so, it must unify policing standards for the first time, setting out clear metrics of competency and clear principles of good conduct, at every level from constable to chief constable. New national benchmarks must be laid out for recruitment, so that the same level of performance applies across the land. Partnerships with universities must be regularised and rolled out, so their insights can be shared across the service. Grey areas of conduct must be eliminated and a list of those who are struck off must be established to restore faith in officer integrity.**

**13. Not only will this help the public to have confidence in the police, it must also improve police professional independence. The lack of clarity in conduct cases has led to a quagmire of complaints, which we described in our Report on the IPCC, leaving officers bogged down in standards cases. Too often, officers go through the motions of policing, following standard procedures to cover their backs, where a commonsense approach would be better. With new clarity set out in a code of ethics, and new confidence and authority from professional training, we expect that the College will empower officers to get on with their jobs.**

## 2 The College of Policing

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14. On 15 December 2011 the Home Secretary announced that she intended to establish a Police Professional Body (PPB), the first of its kind in the UK.<sup>9</sup> Its mission would 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 be more effectively fight crime.<sup>10</sup> She announced the selection of Alex Marshall QPM (former chief constable of Hampshire) as Chief Executive on 24 October 2012 and Professor Shirley Pearce CBE (Vice-Chancellor of Loughborough University) as Chair on 1 February 2013.

15. The board of the College consists of four Police and Crime Commissioners, three members of the Association of Chief Police Officers (ACPO), a member of the Police Federation, a member of the unions, a member of the Superintendents Association, and three independent members.<sup>11</sup> The Police Federation believed that it was unreasonable that the federated ranks, which comprise the majority of police officers, will be represented by only one seat on the Board.<sup>12</sup>

16. The College will be staffed by roughly 600 people who come from predecessor organisations—primarily the National Policing Improvement Agency—with a budget for 2013–14 of around £50 million.<sup>13</sup> However, central funding will be cut in the College’s third year and it will be expected to fund itself through alternative sources of revenue.<sup>14</sup> Several witnesses believed that a membership fee would be appropriate and in line with practice in other professional institutions.<sup>15</sup> However, others were adamant that charging officers for membership was unacceptable. The Police Superintendents Association of England and Wales (PSAEW) pointed out that once the central funding is discontinued in 2015, the College is likely to have little option but to begin charging members for services and described this as “a red-line issue from the outset”.<sup>16</sup>

### *The Board of the College of Policing*

- Professor Shirley Pearce CBE, Chair
- Louise Casey CB, Independent
- Irene Curtis, Police Superintendents' Association of England and Wales
- Sir Peter Fahy, Association of Chief Police Officers

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<sup>9</sup> LSP 07 [PCSU], paragraph 7

<sup>10</sup> HC Deb, 15 Dec 2011, Column 126WS

<sup>11</sup> Q 206 [Alex Marshall]

<sup>12</sup> LSP 14 [Police Federation]

<sup>13</sup> Q 243 [Alex Marshall]; Q 251 [Alex Marshall]

<sup>14</sup> Q 263 [Alex Marshall]

<sup>15</sup> LSP 01 [Rachel Kearton], paragraph 3.9; LSP 04 [Teesside University], paragraph 2.4

<sup>16</sup> LSP 14 [Police Federation]; LSP 12 [PSAEW]

- Julia Lawrence, Police Federation of England and Wales
- Alex Marshall, College of Policing CEO
- Sir Denis O'Connor, Independent
- Sir Hugh Orde, Association of Chief Police Officers
- Professor Lawrence Sherman, Independent
- Sara Thornton CBE, Association of Chief Police Officers

The Board will also contain four Police and Crime Commissioners and a member nominated by the police staff associations. These have not been formally appointed yet.

### *Training and career development*

17. Alex Marshall told us that everyone currently working in policing will become a member of the professional body.<sup>17</sup> He plans a system of continuous professional development to guide officers through their careers year-by-year and ensure that their skills are up to scratch, with standards laid out for each rank and specialist position.<sup>18</sup> Mr Marshall described a mix of training procurement, where the College would select outside providers to deliver training across the police service, and in-house training for the most sensitive and specialist topics.<sup>19</sup>

18. There is already change underway in how officers progress to the higher ranks. UK police officers and staff must pass the Senior Police National Assessment Centre (Senior PNAC) or Senior Staff Selection Process to access the higher ranks. A 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).<sup>20</sup> Since November 2012, Police and Crime Commissioners outside London have had responsibility for the appointment of Chief Constables. At the same time, the power of Chief Constables to appoint Deputy and Assistant Chief Constables came into force.<sup>21</sup>

**19. The College of Policing has the potential to be a key instrument of renewal within the police service. In order to be effective, however, its focus must be on delivery for all officers, at every rank. With a budget requirement of £50 million per year, it seems unlikely that the College will be able to sustain its operations without a payment for membership and we believe that the Government should be open about that from the outset, unless it is able to draw up alternative funding models.**

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<sup>17</sup> Q 262 [Alex Marshall]

<sup>18</sup> Q 264 [Alex Marshall]

<sup>19</sup> Q 264 [Alex Marshall]

<sup>20</sup> LSP 21 [ACPO]

<sup>21</sup> LSP 19 [Home Office]

20. We noted on our visit to the UAE's policing and counter-terrorism units the involvement of the British police in training overseas forces and the international recognition of British Policing as a world-class brand. We note that a number of very senior former officers make a lot of money sharing their experience of British policing with other governments and forces. This brand and training must be developed by the College of Policing and exported across the globe, both to the betterment of international policing and to provide a revenue stream to help make the College a sustainable organisation.

21. Although the final figures have yet to be confirmed, it appears that approximately £400m less will be spent on policing institutions following the transition from the National Policing Improvement Agency to the new National Crime Agency and the College of Policing. Some of this money should be used to fund the College for a further four years and give it time to draw up a sustainable long-term funding model.

22. If it does choose to charge for membership, then it must be clear to all officers how the College is working to their benefit. Representation on the board of the College should be more proportional to the number of officers at each rank; one seat for the federated ranks is unacceptable and sends the wrong message to the service. The Metropolitan Police Commissioner, who is responsible for almost a quarter of British police officers, should also sit on the board as the highest ranking officer in the land.

23. We welcome the appointment of Professor Shirley Pearce to chair the College, who has a distinguished background in the higher education sector and will provide a vital link between policing and academia. It is regrettable that she was unable to appoint the board because of the way the recruitment process was timed. We recommend that after the College has been running for a year, she is given the opportunity to reappoint the board, with the discretion to appoint additional members. We also note that there is only one person from an ethnic minority on the board. A reappointment process may provide a chance to address this issue.

### 3 Morale

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24. Rebuilding police morale must be a central priority for the College of Policing. At a time when financial rewards are likely to be hard to come by, the College must be an objective voice in the debate on skills-based rewards, setting out the professional standards that will be necessary rank-by-rank and role-by-role. Just as important, it must ensure that non-financial investments in the police—training and development and professional standing—help to rebuild professional confidence within the service.

25. The October 2010 Comprehensive Spending Review (CSR) set out a 20% cut in government police funding grant for all 43 forces in England and Wales by 2014–15 (in real terms). This has led to a recruitment freeze across the police service, with very limited options for joining, and these are usually restricted to those already employed as police community support officers (PCSOs) or special constables. According to HMIC, the police workforce in England and Wales will reduce by 34,100 between March 2010 and March 2015.<sup>22</sup> Many police stations are being closed or are closing their front desks to the public.

26. At the same time, the need for savings has led to a review of pay and pension conditions for serving officers. The current final salary police pension schemes will close from April 2015, with future accrual based on a new, career average model. The normal pension age for police officers will increase to age 60. The standard pension contribution rate will rise from 10.5% to 13.7%.

27. In line with other public sector roles, police officers in England and Wales have received no pay rise since September 2010. Many have also been subject to an incremental pay progression freeze which has reduced the real value of police officers' pay. There will be just a small increase this year, as all points on the pay scales for police officers will be increased by 1% with effect from 1 September 2013. This is in line with pay settlements in other parts of the public sector. Following the Winsor Review, the starting salary for a police officer will be cut from £23,000 to £19,000, although there will be opportunities for more experienced recruits to earn more. We note that existing officers will not be affected by this change. Further details will be decided by a new Police Remuneration Review Body (PRRB), which will be introduced in the autumn of 2014 to replace the Police Negotiating Board. At the other end of the scale, new rules will allow PCCs to vary the existing starting salaries for Chief Constables by up to 10%, and some Chief Constables as a result can earn more than 10 times the salary of an ordinary Constable.

#### *Proposed payscale for new constables from April 2013*

Pay Point	Pay
0	£19,000
1	£22,000 (Depending on skills, experience or local recruitment needs)

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<sup>22</sup> HMIC, *Adapting to Austerity: A review of police force and authority preparedness for the 2011/12–14/15 CSR period*, 5 July 2011

2	£23,000
3	£24,000
4	£25,000
5	£27,000
6	£31,032
7	£36,519

28. These changes were based on the Winsor Review. Mr Winsor insisted that the change “has not been fully and properly understood by rank-and-file officers, many of whom are not as financially worse off and in some respects may be better off”, which, not surprisingly, has been strongly disputed by the Police Federation. He told us that processes in the Police Negotiating Board and the Police Arbitration Tribunal had worsened the deal for officers.<sup>23</sup> Winsor’s recommendations would mean that the ladder of pay progression for a constable would be reduced from eleven points to six or seven. He proposed skills-based progression rather than time-based progression, but those measures have “been significantly delayed” to July 2014 in the Police Negotiating Board.<sup>24</sup> Mr Winsor recommended that the College of Policing should design a system of “skills thresholds” to link pay to skills.

29. A great number of officers have expressed anger and dismay at changes to their pension arrangements, in particular.<sup>25</sup> Partly as a result of these changes, Sir Hugh Orde told us that police morale was in a parlous condition:

Morale in policing has been at an all-time low since I joined in 1977. I think it is a cultural thing to some extent. Clearly, frontline officers are concerned. The feedback I get from chief officers is they are leading them through some challenging times where their pay and conditions are being revised.<sup>26</sup>

30. In March 2013, the Police Federation held a ballot on whether to advocate for police to have industrial rights. Some 45,631 officers voted in favour compared with 10,681 against the motion, but because turnout was lower than 50% no mandate was agreed. Other officers warned us that there was yet more discontent to come. As one officer put it, “morale I fear has not yet hit rock bottom” and “nothing will progress forward until something is done to improve our morale”.<sup>27</sup> Several believed that this could have a knock-on effect on integrity.

When I read stories about the failings at Hillsborough, Orgreave, the number of deaths in police custody, the Andrew Mitchell incident....(the list goes on) then I [...

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<sup>23</sup> Q 618 [Tom Winsor]

<sup>24</sup> Q 604 [Tom Winsor]

<sup>25</sup> LSP 35 [A J Wright]; LSP 28 [Allen Jordan]; LSP 27 [Colin Taylor]; LSP 26 [Chris Panther]; LSP 23 [James Satherley]

<sup>26</sup> Q 66 [Sir Hugh Orde]

<sup>27</sup> LSP 27 [Colin Taylor]

am] made to believe that I am responsible for all of this and not the few individual officers involved.<sup>28</sup>

**31. We are deeply concerned by the decline in police morale and in particular by Lord Stevens' finding that 95% of the service do not feel they have the support of the Government. When major organisational change is underway it is vital to have the support of the workforce. In policing, this is particularly important because morale in the ranks can have a real impact on public safety. We are concerned that some chief officers may now be paid ten times more than an ordinary constable on the front line. The Chief Constables' Council and the Minister for Policing should publish a list of actions they intend to take to address the issue of police morale during the course of this year.**

32. For example, there is a trend towards requiring a specific qualification to be eligible to join the recruitment process. In December 2011 the Association of Chief Police Officers approved a strategy called "Professional Entry for Policing", setting out the benefits of a pre-recruitment Certificate in Knowledge of Policing. Part of the rationale for the initiative is to align entry to policing more closely with other professions. The Certificate in Knowledge of Policing was introduced in April 2012. The Certificate is the first step towards achieving the Diploma in Policing, the National Minimum Professional Qualification for a new constable. The Certificate was developed by the College of Policing with Skills for Justice, the Sector Skills Council.<sup>29</sup>

33. There is no national requirement for candidates to achieve the Certificate in Knowledge of Policing. Some forces have introduced this requirement locally, including the Metropolitan Police Service. According to the College, "most forces are likely to continue to operate a mixed entry arrangement at least until there are sufficient candidates holding the Certificate across the county".<sup>30</sup> The cost of obtaining the Certificate currently varies between £750 and £1000 per candidate.

**34. Some change in pay and recruitment is an inevitable result of economic reality. In line with the aim of professionalising policing, we recommend that a clear link be made between pay and skills, which should be set out by the College of Policing in collaboration with the Police Remuneration Review Body. Following this logic, however, we note that any new entry requirements for police recruits must be matched with a commensurate increase in starting pay.**

**35. We understand the need for changes in pay and pensions arrangements for new recruits to the force due to financial constraints. We note that there are no changes to the accrued pensions of serving officers. However, we are concerned about changes to pay and pensions for officers already serving, which may undermine future confidence in the system and could be detrimental to the future financial plans of officers and police morale.**

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<sup>28</sup> LSP 27 [Colin Taylor]

<sup>29</sup> Letter from Alex Marshall, 15 May 2013

<sup>30</sup> Letter from Alex Marshall, 15 May 2013



## 4 Standards and ethics

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36. Effective policing relies on the assumption that police officers will be of the highest integrity. Where they are found wanting, we expect open and effective sanctions. Over the past year, though, a series of investigations into historical and current corruption or misconduct has shaken public confidence in the probity of the police. There have been cases involving all ranks and a range of offences from serious crime to low-level misconduct and, as we demonstrated in our Report on the Independent Police Complaints Commission (IPCC), weaknesses in the police complaints system leave the public doubting whether misconduct is consistently identified and dealt with.<sup>31</sup> This doubt is acknowledged at the highest echelons of the police. Alex Marshall, chief executive of the College of Policing, described “a serious question mark over the integrity of policing”.<sup>32</sup>

37. On the other hand, we also highlighted in our Report on the IPCC that the police are constantly beset by trivial or vexatious complaints. Police Standards Departments and the IPCC are swamped by petty, sometimes malicious cases. At our International Conference on *Leadership and Standards in the Police*, officers described how often their day-to-day work is affected by the perception that they need to cover their backs. In situations where it would be more effective to “square up” a situation, or take a commonsense approach, officers go through the motions and work exactly to rule in order to prove that they are beyond reproach—rather than following the best course of action. **At the same time as setting out new rules of integrity and standards, there is potential for the College to build on the professional independence of officers, freeing their hands to follow the best course of action, with the confidence that their professional judgement will be recognised by courts, Police Standards Departments and the IPCC.**

### Integrity

38. **On 12 February the Home Secretary made a statement to the House outlining a package of measures to improve police integrity. We welcome the Home Secretary’s announcement of measures to improve police integrity, several of which were proposed in our report on the Independent Police Complaints Commission.**

39. **We are concerned, however, that little detail has been forthcoming on these measures, in particular the Chief Constables’ register of interests and the register of dismissed officers. As these are vital matters of serious concern to the public, these should be implemented immediately. Her Majesty’s Inspectorate of Constabulary should hold the Chief Constables’ register. In addition, a national register of Police and Crime Commissioners’ interests and financial details should be held by HMIC. A register of dismissed officers should be held by the College of Policing.**

40. 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

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<sup>31</sup> Home Affairs Committee, *Independent Police Complaints Commission*, Eleventh Report of Session 2012–13, HC 494

<sup>32</sup> Q 267 [Alex Marshall]



Common Purpose and Values, the Policing Pledge, the Quality of Service Commitment and individual forces' statements of values.<sup>33</sup>

41. The oath that a police officer takes at the commencement of service requires them to act with honesty and integrity, uphold the law and respect human rights.<sup>34</sup> Sir Hugh Orde believed that integrity should be “cultural and imbued in the whole organisation” and determined that it would be best underpinned with a code of ethics.<sup>35</sup> **We welcome the fact that Alex Marshall has made integrity his highest priority and spoken of the need to set out in clear terms what is expected of everybody and what they must do to ensure high ethical standards.**<sup>36</sup> This could help to shift the momentum from relying on Police Standards Departments to punish infractions after the event, to building safeguards against misdemeanour in the first place.<sup>37</sup> Rachel Kearton told us that that culture becomes embedded within the first six months, suggesting that a focus on integrity is crucial from the outset of an officer's training.<sup>38</sup>

42. Some witnesses accepted that there were “thugs, bullies, racists and incompetents and no doubt a few who fiddle their expenses” within their ranks but insisted that they represented a small minority.<sup>39</sup> We heard that the old “canteen culture” of closing ranks and ignoring misconduct had been replaced with a much greater awareness of the need for integrity and many of those who did err were identified as a direct result of information from other officers within the service.<sup>40</sup> But these arguments cannot allay the impression that there is a problem—as the Association of Chief Police Officers (ACPO) pointed out, investigations are reported more than outcomes and the very act of investigation can be damaging to a profession where the perception of integrity is so critical.<sup>41</sup>

43. We heard tell of low-level shortcuts and abuses: John Kenny sent us a number of submissions about police officers taking excessive sick leave, for example, and Dr Westmarland described a widespread perception that certain “perks”, such as accepting hospitality, were acceptable.<sup>42</sup>

44. There are at least eight exceptional investigations underway as a result of police failings, which have to date cost the taxpayer over £23 million, and involved nearly 300 police officers and staff. Reforms to leadership and standards are therefore essential to preventing future such investigations.

45. We consider below a number of current and recent major cases:

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<sup>33</sup> LSP 05 [The Police Foundation], paragraph 3

<sup>34</sup> Q 598 [Tom Winsor]

<sup>35</sup> Q 72 [Sir Hugh Orde]

<sup>36</sup> Q 204 [Alex Marshall]; Q 266 [Alex Marshall]

<sup>37</sup> Q 78 [Sir Hugh Orde]

<sup>38</sup> LSP 01 [Rachel Kearton], paragraph 3.6

<sup>39</sup> LSP 35 [A J Wright]; LSP 21 [ACPO]

<sup>40</sup> Q 72 [Sir Hugh Orde]

<sup>41</sup> LSP 21 [ACPO]

<sup>42</sup> LSP 22 [John Kenny]; Home Affairs Committee, *International Conference on Leadership and Standards in the Police*, Monday 14 January 2013, Conference Speeches

### (1) “Plebgate”

46. Following an altercation outside Downing Street between Rt Hon Andrew Mitchell MP and police officers on 19 September 2012, the Metropolitan Police is carrying out an investigation—Operation Alice—into allegations that a serving police officer may have fabricated an account of events and that police logs were leaked to the press. The Metropolitan Police Commissioner, Sir Bernard Hogan-Howe, promised a “ruthless pursuit of the truth” and acknowledged the damage that could be done if officers were to “concoct information”.<sup>43</sup> For many people, the subsequent involvement of the Police Federation was overtly political and inappropriate for the police.<sup>44</sup>

47. The operation has cost over £144,000 so far. The Commissioner offered us a speedy conclusion to the investigation, saying that a file would be submitted to the Crown Prosecution Service by January 2013, a date that was confirmed by DAC Patricia Gallan.<sup>45</sup> When a report was eventually submitted to the CPS in March 2013, the CPS issued a statement saying that it had “received initial papers but we have not received a full file of evidence”.<sup>46</sup>

**48. Allegations of police officers fabricating evidence for political ends shocked the public and raised pressing questions about standards. The answers to those questions were promised by Operation Alice, which Commissioner Hogan-Howe hoped would be concluded by January 2013. DAC Gallan also told us that “an advice file will be submitted to the Crown Prosecution Service by the end of January asking them to consider whether there should be relevant and appropriate charges arising from the investigation”. So far, the investigation has taken eight months, involved 30 investigating police officers and cost the taxpayer £144,000 for an incident in Downing Street that lasted 45 seconds. We are dismayed that the investigation is still incomplete and the Commissioner was unable to provide the Committee with a timetable for its completion. It is vital to public confidence in the police that a timetable for a swift and thorough completion of the investigation is released.**

### (2) Hillsborough

49. The revelations of the Independent Panel Report on the Hillsborough Disaster raised public awareness of the prospect of a huge cover-up of police misconduct.<sup>47</sup> The IPCC is independently investigating allegations of a police cover-up in the aftermath of the disaster which caused the deaths of 96 people. The IPCC expects to have a total complement of 70–100 staff working on the investigation and this will be made up of both existing and newly recruited staff. Fifty-five have been recruited so far.

50. South Yorkshire Police provided the IPCC with the names of 1,444 officers who were on duty at Hillsborough, responded to the disaster, or were involved in the aftermath.

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<sup>43</sup> Q 120 [Sir Bernard Hogan-Howe]; Q 160 [Sir Bernard Hogan-Howe]

<sup>44</sup> Q 147 [Sir Bernard Hogan-Howe]

<sup>45</sup> Q 185 [Sir Bernard Hogan-Howe]; Letter from DAC Patricia Gallan, 11 January 2013

<sup>46</sup> Crown Prosecution Service, News, CPS statement on Operation Alice, 28 March 2013

<sup>47</sup> Home Affairs Committee, *Powers to investigate the Hillsborough disaster: interim Report on the Independent Police Complaints Commission*, 10th Report of Session 2012–13, HC 793, 10 December 2012

Thirty more police forces or police-related bodies had officers or staff who played some kind of role in relation to Hillsborough, making an additional 400 officers. The IPCC is awaiting further names, particularly from West Midlands Police, and estimates it will have in excess of 2,000 names to analyse.<sup>48</sup>

51. A second investigation (managed by the IPCC and led by Jon Stoddart, former Chief Constable of Durham) is examining the causes of the tragedy. Lord Justice Goldring has been appointed by the Coroners for the South Yorkshire (East) and the West Yorkshire (West) Districts as an Assistant Deputy Coroner for the purpose of conducting the inquests. He expects to begin work early in 2014.<sup>49</sup>

52. This terrible matter has already been investigated by two internal police investigations into the conduct of South Yorkshire Police; an inquiry by Lord Justice Taylor, published in 1989 and 1990; an investigation by the Health and Safety Executive; a coroner's inquest; an unsuccessful private prosecution; a review of the evidence by Lord Justice Stuart Smith; and two civil actions, as well as the Report of the Hillsborough Independent Panel. Finally, the Police (Complaints and Conduct) Act 2012 was necessary to "compel individuals currently serving with the police or certain other policing bodies, to attend an interview in relation to any investigation managed or undertaken by the IPCC in the capacity of a witness".<sup>50</sup>

**53. The work of the Hillsborough Independent Panel highlighted potential police abuse in a case that has scarred the public consciousness, no more so than in Liverpool. The Independent Police Complaints Commission has so far conducted its investigation openly and with good communication, although we are disappointed that it does not yet have a full complement of investigators. We also note that the IPCC had not received full details of possible people involved by February 2013.**

### ***(3) Cleveland***

54. Policing in Cleveland is notable for the series of on-going scandals:

- a) Chief Constable Sean Price became the first chief constable in the UK to be dismissed in 35 years. Operation Sacristy, the criminal inquiry into allegations of corruption linked to the former Cleveland Police Authority, is on-going.
- b) Mr Price's second wife, Detective Chief Inspector Heather Eastwood, has also resigned from Cleveland Constabulary as she faced disciplinary proceedings related to a previous arrest.
- c) Deputy Chief Constable Derek Bonnard was dismissed from Cleveland Police after six counts of gross misconduct were upheld, including misuse of funds, hindering a criminal investigation and inappropriate acceptance of hospitality.

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<sup>48</sup> IPCC, Hillsborough Disaster Update, 2 February 2013

<sup>49</sup> IPCC, Hillsborough Disaster Update, June 2013

<sup>50</sup> Statement laid in the House of Commons on 22 November 2012 by Theresa May, and in the House of Lords by Lord Taylor of Holbeach

- d) Assistant Chief Officer Ann Hall is under investigation over misappropriation of public funds and was suspended in February 2013.
- e) The IPCC investigation “Operation Pomeroy” into the handling by Cleveland Police of a kidnapping in 2004, which concluded this year, found “basic investigative failures”.

55. **We make no comment on the individual cases in Cleveland, but a concentration of so many egregious cases of alleged corruption and incompetence must have shaken the faith of the public in their top officers. We are also concerned that Keith Bristow is leading Operation Sacristy alongside Operation Pallial, with vesting day for the NCA only six months away, and recommend that the IPCC take over these investigations should they run past December 2013.**

#### **(4) Undercover investigations**

56. We found in our Report on undercover policing that dead infants’ identities had been used as “legends” for undercover officers, acting outside the rules, and that officers had engaged in inappropriate relationships while undercover.<sup>51</sup> Alex Marshall said that he could not “see the necessity to do what is alleged to have happened in this case”.<sup>52</sup> It is understandable that, while sexual relationships were consensual, the women involved feel that since they were deliberately deceived over the identity of the persons being police officers, they were in fact groomed and used sexually by agents of the state. We have subsequently learnt that Operation Herne, the investigation of this matter, has 50,000 documents to review and has already cost £1.25m. Chief Constable Mike Creedon told us that the use of dead children’s identities was “common practice”.<sup>53</sup> **We are concerned by the mounting cost of Operation Herne and the length of time it has already taken, with no arrests or suspensions to date. We are also alarmed that there is no timetable for completion of the operation, which appears to have started from scratch since Chief Constable Creedon and the IPCC took over, over a year since it began. It is unacceptable that families of the dead children whose identities were used have still not been informed or apologised to. This must be done immediately.**

57. **The allegations which have been made that the parents of Stephen Lawrence, Duwayne Brooks, as well as other individuals close to Stephen, were spied on by undercover agents following the murder, if true, is deeply shocking and disgraceful. It is difficult to believe that, if such happenings occurred, they did so without authorisation from the most senior ranks in the Met. It is essential that the ongoing inquiries, including the one into the Lawrences announced by the Home Secretary in the House on 24 June, should be carried out thoroughly but speedily. However, the question remains whether in view of the allegations it is right for the police, though from a different force, to be responsible for investigating itself. We are also deeply**

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<sup>51</sup> Home Affairs Select Committee, 13th Report of Session 2012–13, *Undercover Policing: Interim Report*, HC 837, 1 March 2013

<sup>52</sup> Q 199 [Alex Marshall]

<sup>53</sup> LSP 43

**concerned that a conversation between Mr Brooks and his lawyer was covertly recorded. This must be investigated.**

### ***(5) Operation Elveden***

58. Operation Elveden’s terms of reference are “to investigate alleged criminal offences that police officers or public officials have accepted money for supplying information to journalists”. However, Assistant Commissioner Cressida Dick explained that action will also be taken when suspected criminal wrongdoing that does not include payment is uncovered and this may lead to the arrest of officers for contacts with the press that have not involved money changing hands.

59. So far, of the 64 arrests made on Operation Elveden, only one has been where payment is not a feature of the investigation. The suspected misconduct in question would normally have to amount to an “affront to the standing of the public office” and “fall so far below the standards accepted as to amount to an abuse of the public's trust in the office holder”.<sup>54</sup>

60. Operations Weeting, Tuleta and Elveden have led to convictions of four police officers and one prison officer for misconduct in a public office. The main Operation Weeting trial (related to phone hacking) has been listed for 9 September 2013; the CPS is in the process of considering whether Operation Elveden defendants and/or Operation Sacha defendants (perverting the course of justice) should be joined to the Operation Weeting trial. So far, Operation Elveden has cost £5.7 million.<sup>55</sup>

**61. It is essential that Operation Elveden is concluded swiftly and thoroughly for public confidence in the police. The fact that the launch of the inquiry was leaked to the press by a serving detective chief inspector shows how closely press and police were intertwined in some cases and the impunity some officers have felt.**

### ***(6) Gaming the crime statistics***

62. Several witnesses alleged that some police forces were manipulating crime-recording practices or figures in order to make themselves appear more successful. Tom Winsor had also received evidence on the matter and told us that the Police Federation had raised concerns.<sup>56</sup> Mr Winsor described several instances where crimes could be classified as of a lower seriousness than they merit—for example: rape being classified as sexual assault; multiple crimes at the same location being recorded as single crimes; theft being recorded as lost property; violence with injury being recorded as common assault; burglary being classified as theft in a dwelling; and robbery being classified as theft from a person.<sup>57</sup>

**63. Any attempt to manipulate crime statistics suggests a basic disregard for scrutiny, for Parliament and for the public. This is a very serious matter linked to the issue of cautions and out of court disposals being issued by police so a case can be classified as**

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<sup>54</sup> LSP 40 [Cressida Dick]

<sup>55</sup> LSP 40 [Cressida Dick]

<sup>56</sup> Q 612 [Tom Winsor]

<sup>57</sup> Q 606 [Tom Winsor]

**solved. We also note the arrest of several officers in Kent under suspicion of doctoring crime statistics. Until a full investigation of all forces is undertaken by HMIC, it will be impossible to ascertain whether this is an isolated case. We welcome the Policing Minister's investigation into this issue and will return to the matter in a future inquiry.**

64. This set of issues and investigations is demonstrative of the long list of historical and current inquiries that continue to test our faith in the police. As we noted in our Report on the IPCC, the reliance on forces to investigate themselves or other forces can heighten concern. Such investigations can also be a serious drain on police time and resources.

65. **Investigations such as Alice into current failings by one force should be transferred entirely to the IPCC so there can be no question of bias, as we have seen in media reports about alleged leaks by the Metropolitan Police from Alice to the media. The force in question should transfer funds from its Police Standards Department to cover the IPCC's costs.**

66. **Where historical investigations uncover systemic failings in more than one force, such as Operation Herne, the matter should be referred to HMIC and, again, the forces concerned should transfer funds to cover the costs of those investigations. Exceptionally large-scale operations should receive additional Home Office funding if required, as it is clearly in the public interest to get to the bottom of failings. The funding currently allocated to the Hillsborough investigation could, in future, be kept in reserve for this kind of work.**

67. **A number of Chief Constables and Director-Generals of national policing organisations, including Chief Constable Creedon, Chief Constable Sir Peter Fahy and Keith Bristow are "double-hatting" and leading investigations into police failings alongside their day jobs. We asked three Chief Constables to provide us with examples of their weekly duties and it is clear just how full their timetables are. Responsibility for leading systemic and standards investigations should be transferred to HMIC or the IPCC respectively, which will give the public confidence in an independent investigation and free senior officers to do the tasks they should be doing.**

## Sanctions

68. These cases would be less damaging if the public could be certain that misconduct and corruption do not go unpunished. However, as we found in our Report on the Independent Police Complaints Commission (IPCC), it only investigates a small proportion of police complaints and deals with automatic referrals of the most serious cases. The vast majority of complaints are investigated by the police force involved or by a neighbouring police force, which leads to a frustration that the police are left to investigate themselves even in relatively serious cases.<sup>58</sup>

69. One officer told us that officers who may have been tempted with corruption in the past have always looked at what they could lose and the pension was a huge financial incentive to "keep your nose clean".<sup>59</sup> Unfortunately, we have heard of numerous cases

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<sup>58</sup> Home Affairs Committee, *Independent Police Complaints Commission*, Eleventh Report of Session 2012–13, HC 494

<sup>59</sup> LSP 28 [Allen Jordan]



where police officers retire to avoid disciplinary proceedings, with no further repercussions:

- a) Sir Norman Bettison, former chief constable of West Yorkshire, stepped down while facing a disciplinary investigation for gross misconduct charges relating to Hillsborough.
- b) Simon Harwood, the officer dismissed for gross misconduct after the death of Ian Tomlinson at the G20 riots, had previously served with the Metropolitan Police but was allowed to retire on medical grounds in 2001 despite an unresolved disciplinary proceeding and later re-employed.

70. There is no way for chief officers or police and crime commissioners to stop officers from resigning to avoid disciplinary proceedings. When we asked HM Chief Inspector of Constabulary whether this was acceptable, he suggested a national register of people who have left the police following—or to avoid—disciplinary proceedings.<sup>60</sup> Tom Winsor suggested that arrangements for the forfeiture of police pensions should be extended to the most serious cases.<sup>61</sup> Alex Marshall said that it was his intention that somebody who had transgressed should not be allowed to continue to practise policing.<sup>62</sup> He hoped that eventually, once a register of members of the College of Policing was in place, if any officer were found guilty of misconduct, they could have their registration withdrawn and be dismissed from the police.<sup>63</sup>

71. Much of the disciplinary process within police forces happens behind closed doors. Sometimes this serves a purpose, buffering officers from vexatious complaints where there is no legitimate grievance to be answered: as Sir Hugh Orde reminded us, it is very easy for someone to make a complaint against a police officer and often complaints are of little substance, made for malicious reasons. On the other hand, Tom Winsor considered that while it should be in the discretion of a tribunal to protect the identity of an accused, there ought to be a “presumption of transparency, a presumption of publicity”.<sup>64</sup> We note that the Metropolitan Police has begun to publish details of misconduct hearings on its website, a practice that should improve the transparency of the process.

**72. All forces must publish details of misconduct hearings and their outcomes on their website. We welcome the commitment by the Home Secretary to introduce a sanction for officers who resign or retire to avoid dismissal, so that hearings will be taken to their conclusion notwithstanding the officer’s departure from the force. This must be enacted with immediate effect.**

**73. Officers who are dismissed by one force, or who retire to avoid disciplinary proceedings, must not be allowed to resume service with another. This speaks of a high-risk lack of coordination between forces. Nor should officers be able to see retirement as a “get out of jail free card” for misconduct.**

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<sup>60</sup> Q 77 [Sir Hugh Orde]

<sup>61</sup> Q 594 [Tom Winsor]

<sup>62</sup> Q 269 [Alex Marshall]

<sup>63</sup> Q 271 [Alex Marshall]

<sup>64</sup> Q 595 [Tom Winsor]

74. **The College of Policing must compile a register of officers who have been dismissed, or who retire with disciplinary proceedings pending. It must be obligatory for each force to provide the College with the necessary information and every applicant for policing-related employment must be automatically checked against this register. It must also establish a scale of fines which should be docked from officers pensions in cases of the most grave misconduct.**

### Setting standards

75. It is not fair to establish a disciplinary system without making the rules explicit. General principles about integrity must be backed with specific guidelines. As Dr Westmarland of the Open University told us, one of the reasons for police misconduct is the perception that there are grey areas between what is right and wrong. Her research revealed surprising evaluations of the seriousness of different offences, with some officers considering that use of excessive force on a captive suspect or covering up for a drink driving colleague who caused an accident was less serious behaviours than stealing property, such as a watch, or cash from a lost wallet.<sup>65</sup>

76. A serious cause of these grey areas is the lack of common standards between police forces. At the moment, the status of guidance issued to forces is often unclear and there are great differences in the rigour with which individual forces follow guidance. One clear example is the issue of second jobs for police officers.

### Second jobs

77. Police officers have a right to seek additional employment outside their working hours, with some limitations. Officers require approval for second jobs and, often, the employment is entirely innocuous, such as working as a sports coach, or letting a property.<sup>66</sup>

78. Her Majesty's Inspectorate of Constabulary (HMIC) found that in May 2012 at least 23,043 police staff had second jobs out of a workforce of 201,575. That was up 19% from March 2011 figures, which showed that 19,329 had second jobs. Some 154 investigations led to 10 officers leaving their jobs, either by being sacked or resigning, while 65 warnings were issued. In 2011, HMIC highlighted the problem of conflicts of interest, tax and other legal implications of police officers and staff having second jobs or other business interests, but there are currently 23 forces that do not check whether they are currently paying companies that are run by their own officers.<sup>67</sup>

79. Sir Hugh Orde told us that “the guidance is quite specific” and that no police officer can have a role where licensing is involved or where the use of their skills primarily obtained as a police officer is used for their benefit outside the police service. Sir Hugh explained differences in practice between police forces on the basis of operational independence, saying “we have a devolved service, and in a devolved service it is always going to be

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<sup>65</sup> Dr Louise Westmarland, address to the Home Affairs Committee International Conference on Leadership and Standards in the Police, 14 January 2013

<sup>66</sup> Q 84 [Sir Hugh Orde]

<sup>67</sup> HMIC, *Without fear or favour: A review of police relationships*, December 2011



interpretation, a different interpretation, and you do get the odd case where you raise an eyebrow, quite frankly”.<sup>68</sup> I said that the Association of Chief Police Officers could regulate abuse of second jobs, “but we cannot stop it” and that “as President of ACPO, I have no power” to enforce national guidelines.<sup>69</sup>

80. Chief Constable Peter Neyroud’s *Review of Police Leadership and Training* identified 400 pieces of doctrine “of varying quality”, much of it produced by ACPO. The Police Foundation noted that 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”. Even courts had been known to assume that ACPO Guidance set out recognised policing policy on matters such as DNA retention.<sup>70</sup>

81. ACPO explained its future role as follows: “all the non-operational aspects of ACPO business areas will go into the College”, while “Authorised Professional Practice (APP) is examined and signed off by Chief Constables’ Council and operationalised across the country”.<sup>71</sup>

**82. The value of guidelines issued by ACPO is unclear, if it is simply open to chief constables to ignore them on critical issues such as second jobs. To some extent, this results from the rather unusual, and in our view inappropriate, nature of ACPO as a private company limited by guarantee, rather than a statutory body. Codes of practice issued by the College of Policing must be obligatory.**

**83. We were concerned to note recent confusion when both ACPO and the College of Policing issued guidance about naming suspects. It must be clear when the College of Policing assumes responsibility for issuing guidance on an issue, and ACPO should issue no further guidance on the matter. ACPO should not be involved in policy-making. This should be the responsibility of the College of Policing.**

**84. When standards are established for policing practices—whether it be undercover investigations or registering officers’ second jobs—it is essential that those standards are upheld. The apparent ease with which ACPO guidelines are ignored, in the name of the operational independence of forces, suggests that a new tier of standards is necessary, which will be binding on chief officers. Standards must be enforced and must be nationwide. Chief Constables who do not follow these standards should be subject to fines and disciplinary proceedings.**

**85. The College must produce a new Code of Ethics and Integrity for police officers. In addition to this overarching document, we recommend that the College should be able to produce Regulations, which would be directly binding on forces and Directives, which forces must implement in their own way. HMIC would be responsible for monitoring compliance. Any additional best practice guidelines should be clearly indicated as voluntary measures.**

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<sup>68</sup> Q 82 [Sir Hugh Orde]

<sup>69</sup> Q 96 [Sir Hugh Orde]; Q 82 [Sir Hugh Orde]

<sup>70</sup> LSP 05 [The Police Foundation], paragraph 5

<sup>71</sup> Q 79 [Sir Hugh Orde]; LSP 21 [ACPO]

86. The Anti-social Behaviour, Crime and Policing Bill contains provisions to allow the College of Policing to make draft regulations and codes of practice. **We welcome the Anti-social Behaviour, Crime and Policing Bill and the speed with which the Government is acting to establish the powers of the College, but recommend that the College's ability to set standards that are binding on chief officers should be made explicit.**

### *Hospitality*

87. In evidence given to us during inquiries into police investigations, or lack of investigations into phone hacking by the press, very senior officers justified accepting hospitality from leading media organisations. It was argued that it was useful for the police to have continued contact with newspapers. We believe it is now accepted that such hospitality was excessive, and created the impression of far too close a relationship with all the implications involved.

**88. Where hospitality is accepted, an up-to-date register should be kept by all police forces, with full details of those providing such hospitality, dates, and other relevant details. The register should at all times be in the public domain, including online, with additional entries being made immediately available.**

**89. One particular issue we should mention: it should not be acceptable that officers of any rank should receive free treatment in a private hospital or convalescent home where payment would otherwise expect to be made by the individual. There are bound to be questions asked why such free provisions have been provided, and all the more so if the officers concerned are of a senior rank.**

### *Training*

90. A second example of failing coordination between police forces that is relevant for the College is training and development. The Police Federation reported numerous inconsistencies between forces and a lack of strong governance.<sup>72</sup>

91. Alex Marshall told us that the College would set national standards for vetting, recruitment, training standards and ethics.<sup>73</sup> However, the Police Foundation expressed continued concern that national standards will not be mandatory and that there will be no sanction on forces that do not adhere to them, saying “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”.<sup>74</sup>

92. Currently, officers are required to obtain national qualifications before they can achieve the ranks of Sergeant, Inspector and Assistant Chief Constable. The Police Superintendents Association of England and Wales agreed that entry standards for recruitment into the service, standards for promotion at all ranks and standards for training and development should be set nationally.<sup>75</sup> Consistency between forces is necessary to ensure that common

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<sup>72</sup> LSP 14 [Police Federation]

<sup>73</sup> Q 297 [Alex Marshall]; Q 280 [Alex Marshall]; 300 [Alex Marshall]

<sup>74</sup> LSP 14 [Police Foundation]

<sup>75</sup> LSP 12 [PSAEW], paragraph 2.3; LSP 12 [PSAEW], paragraph 3.2

standards, mutual aid and transfers between forces are seamless.<sup>76</sup> Training and development frameworks should be established to allow officers to plan a course through their careers. This should be combined with professional evaluation at key milestones in officers' careers, which could be linked to promotion or transfer opportunities to facilitate a free-flow of talent between forces.<sup>77</sup>

93. The College of Policing offers an opportunity to bring one of the finest police forces in the world into closer collaboration with some of the finest universities in the world.<sup>78</sup> Knowledge of research findings and theory offers a real improvement in officers' performance.<sup>79</sup> To date, there have been many notable local successes, but little progress in linking academia with policing at the national level. Programmes may rely on the patronage of particular officers and qualifications may not be portable between forces.<sup>80</sup>

94. The Higher Education Forum for Learning and Development in Policing and Teesside University recommended that HE level 4 (equivalent to completing the first year of an undergraduate degree) be established as a minimum standard for all policing roles.<sup>81</sup> However, other witnesses expressed scepticism about the value of academic input.<sup>82</sup>

95. The Policing Foundation and Professor Simon Holdaway described how academic work can complement the current curriculum, which focuses on law, with theory of problem-solving, communication, situation management, inter-personal skills and teamwork which can add to "on the job" learning.<sup>83</sup> For the College of Policing to disseminate relevant research findings effectively, each force needs someone responsible for liaison with the College and marrying up academic work with practical solutions in their constabulary.<sup>84</sup> Universities should also benefit and, in turn, produce more relevant work, if police forces themselves are receptive to the idea of collaboration.<sup>85</sup>

**96. The College of Policing presents an opportunity to link the world's best universities with the world's best police service. Local innovation between forces and universities is valuable and local changes can often be a laboratory for "what works" that can be scaled up to the national level. However, much is lost when local schemes are not compatible or end with a change of personnel. National training standards are important for the public, who expect certain standards to be met wherever they live, and for individual officers who expect their skills and achievements to be recognised from one force to another. Each force must designate a College liaison officer to marry up academic work with practical solutions in their constabulary.**

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<sup>76</sup> LSP 24 [Nigel Lloyd]

<sup>77</sup> LSP 01 [Rachel Kearton], paragraph 3

<sup>78</sup> LSP 12 [PSAEW], paragraph 7.2

<sup>79</sup> LSP 34 [Professor Simon Holdaway], paragraph 8

<sup>80</sup> LSP08 [Higher Education Forum for Learning and Development in Policing], paragraph 1.2

<sup>81</sup> LSP08 [Higher Education Forum for Learning and Development in Policing], paragraph 4.2; LSP 04 [Teesside University]

<sup>82</sup> LSP 31 [Viv Nicholas], paragraph 3

<sup>83</sup> LSP 05 [The Police Foundation], paragraph 14

<sup>84</sup> LSP 34 [Professor Simon Holdaway], paragraph 8

<sup>85</sup> Q 229 [Alex Marshall]

**97. Collaborative work with universities should be overseen by the College of Policing so that it is standardised across forces, both for the benefit of national professional standards and for officers, whose qualifications should be recognised from force to force.**

**98. We recommend that the requirement for the Certificate of Knowledge in policing should be uniformly applied to all forces to establish a new set of national standards. In order to prevent the cost of the certificate putting off skilled and diverse recruits, this cost should be lowered to a maximum of £500 and should be paid for by the candidate, however this cost should be defrayed over their first year as a qualified constable.**

## 5 Diversity

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99. The essential bond between the British police and the public is founded on the fundamental understanding that the police are the public, yet the complexion of the police service is increasingly different from the public it serves.

100. Professor Simon Holdaway believed that interest in diversity had captured chief officers' attention for a period, but subsequently declined.<sup>86</sup> Former Chief Superintendent Dal Babu OBE told us that in the 30 years he had been in the police service, the proportion of Black and minority ethnic (BME) officers had increased only from 1% to 5%, whereas the number of BME officers who are promoted to the chief ranks had gone down—from nine BME officers at ACPO rank at the time of the Stephen Lawrence investigation, to just four at the moment.<sup>87</sup> He told us that discrimination within the force was still present, but more subtle than in the recent past and noted that “specialist departments are virtually all white”.<sup>88</sup> **The police service should collect and publish data detailing diversity within each department to be completed by April 2014. Without this data, it is impossible to assess whether the whole service is properly representative.**

101. According to our witnesses, police sometimes have a limited understanding of issues relating to ethnicity and sexual orientation, which has an impact on public trust in police services.<sup>89</sup> Police from different backgrounds bring a new cultural intelligence to the force, which makes a real business and public safety case for change.<sup>90</sup>

102. The Higher Education Forum for Learning and Development in Policing reported that initial interest in policing among minorities and people with registered disabilities was stifled at the recruitment stage.<sup>91</sup> Tom Winsor highlighted research on the barriers to joining the police faced by people from Black and minority ethnic communities, which found that in those communities the status of policing had been eroded and did not match other professions such as law and medicine.<sup>92</sup>

103. Mike Fuller, former Chief Constable of Kent Police, added that recruitment was only part of the challenge and the retention and development staff needed to be a sustained project.<sup>93</sup> In 2010–11, 165 BME officers joined the police, but 204 left. According to Professor Simon Holdaway “you open the front door and for half of them the back door is open and they go”.

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<sup>86</sup> LSP 34 [Professor Simon Holdaway], paragraph 12

<sup>87</sup> Q 309 [Dal Babu]

<sup>88</sup> Q 323 [Dal Babu]

<sup>89</sup> LSP 06 [Stonewall]

<sup>90</sup> Q 316 [Dal Babu]

<sup>91</sup> LSP 08 [Higher Education Forum for Learning and Development in Policing], paragraph 3.12

<sup>92</sup> LSP 20 [NPIA], section 2.8

<sup>93</sup> Q 320 [Mike Fuller]

104. Several witnesses suggested that the route to senior ranks was guarded by ACPO, which did not have a good record of diversity or innovation, describing how it was necessary to fit “the ACPO mould”.<sup>94</sup>

**Rank Representation by Gender  
England and Wales – 31 March 2012 (Latest Available)**

Rank	CON	SGT	INSP	C/INSP	SUPT	C/SUPT	ACPO	TOTAL
Female Officer volume	30,278	4,000	1,159	297	145	46	37	35,962
% Female Officer Representation	29.4%	18.7%	17.6%	17.2%	16.3%	12.1%	17.7%	26.8%
Male officer Volume	72,656	17,371	5,431	1,430	745	334	172	98,139
% Male officer Representation	70.6%	81.3%	82.4%	82.8%	83.7%	87.9%	82.3%	72.3%
Total officers	102,934	21,371	6,590	1,727	890	380	209	134,101

**Rank Representation by Aggregated Ethnic Group  
England and Wales – 31 March 2012 (Latest Available)**

Rank	CON	SGT	INSP	C/INSP	SUPT	C/SUPT	ACPO	TOTAL
Minority Ethnic Officer Volume	5,540	778	228	64	36	12	6	6,664
% Minority Ethnic Officer Representation	5.4%	3.6%	3.5%	3.7%	4.0%	3.2%	2.9%	5.0%
Total Officers	102,934	21,371	6,590	1,727	890	380	209	134,101

105. Forces varied considerably in their successfulness in promoting diversity. The diversity of each police force by gender and ethnicity is listed in Annex I of this Report, along with changes over time. The Metropolitan Police has the highest proportion of BME officers, at 10%, but as Assistant Commissioner Cressida Dick noted this is “well off the level for London”.<sup>95</sup> In Dyfed-Powys, North Wales and Humberside, fewer than 1 in 100 officers are from a BME background, though these lower proportions might reflect more closely the composition of the communities they serve.

106. Alex Marshall pointed out that improving diversity was difficult in a time of sparse recruitment, but argued that increased diversity within the ranks of the cadets and special constabulary brought its own benefits as well as widening the potential recruitment pool.<sup>96</sup> Mr Marshall said that three development courses had been established for BME officers at the beginning of their career and the College had a role in bringing that talent through quickly into senior positions.<sup>97</sup>

<sup>94</sup> LSP 34 [Professor Simon Holdaway], paragraph 6; LSP 03 [David Treadwell]; LSP 35 [A J Wright]

<sup>95</sup> Home Affairs Committee, *Counter-terrorism*, HC 231-i, Q 15 [Cressida Dick], 4 June 2013

<sup>96</sup> Q 212 [Alex Marshall]

<sup>97</sup> Q 215 [Alex Marshall]

107. Tom Winsor argued that the only criterion for entry into and advancement within the police service should be merit and that “positive discrimination is not appropriate”. He proposed that forces should address the issue by actively seeking candidates among minority communities.<sup>98</sup> Dal Babu suggested that recognising the desirability of language skills—such as a knowledge of Urdu or Punjabi—could help to build diversity in areas where those language skills would also help the police to relate to communities.<sup>99</sup> Assistant Commissioner Cressida Dick acknowledged that her counter-terrorism command would be “more effective if we had more people with certain language skills and were more reflective of London’s communities”.<sup>100</sup>

**108. Police forces must recognise that diversity is more than simply ticking a political correctness box: true representation is critical for public acceptance and knowledge of communities and different mindsets can bring real operational advantages as well as everyday improvements in relations with the public. It is shameful that not a single chief constable is Black or Asian.**

**109. Diversity has for too long been given lip service but not action in the police service. It is very disappointing that ten years after the McPherson report and 20 years after the death of Stephen Lawrence so little progress has been made. Indeed, in some respects the police service has gone backwards with the BME percentage of ACPO falling from 4% in 2010 to 2.9% in 2012. The importance of having diversity at the top is shown by the fact that former Chief Constable Mike Fuller’s force has become significantly less diverse since his departure to head HMICPS. The Committee is therefore deeply alarmed by the complete absence of BME officers on the strategic command course and expects to see a substantial number of officers from a Black or minority ethnic background on the course next year.**

**110. Skills-based selection would fit well with Mr Winsor’s emphasis on merit and prove a useful tool for diversifying the service. The importance of cultural intelligence and abilities such as language skills should be assessed by each force and, where appropriate, recognised in recruitment planning. The Committee welcomes the commitment to increasing diversity in the Metropolitan Police, articulated by Assistant Commissioner Simon Byrne, and will be monitoring progress.**

**111. We are concerned that in some cases, pre-recruitment qualifications such as the Certificate of Knowledge, which may be prohibitively expensive for some candidates, may stifle diversity. Means-tested support should be in place to ensure that the best candidates are not lost because of financial barriers.**

**112. The detrimental impact on the effectiveness of a force that does not reflect the communities it serves, including in counter-terrorism operations, has been articulated by senior officers including Cressida Dick and Sir Peter Fahy. The Government should therefore change the law to allow for positive action in the police force, at least up to a representative threshold for each area.**

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<sup>98</sup> Q 614 [Tom Winsor]; Q 615 [Tom Winsor]

<sup>99</sup> Q 328 [Dal Babu]

<sup>100</sup> Home Affairs Committee, *Counter-terrorism*, HC 231-i, Q 17 [Cressida Dick], 4 June 2013



113. We note that PCCs are now responsible for appointing their own Chief Constables and will not necessarily have regard to the national picture of diversity when doing so. It is therefore absolutely essential that high calibre minority officers are able to reach the upper ranks so they can be chosen. Mentoring schemes such as the one implemented by Chief Superintendent Dal Babu should be rolled out across the country.

### *Direct entry*

114. Of course, specific requirements for each rank may present difficulties for “direct entry” candidates hoping to join policing from a different career. Direct entry to the rank of superintendent was proposed by the Winsor Review. Currently, police officers start as a constable and progress through each rank in order. This is the single entry point into policing, which the Government believed “can miss too many people who might make highly effective senior police officers”.<sup>101</sup>

115. As the Police Foundation pointed out, two years of street-based experience can help an officer in developing the “craft” of policing—the practical instincts of officers that can be vital in a crisis. It noted that there is evidence of “overwhelming support” for single entry inside the police service and that constables have more confidence in leaders who have had frontline experience.<sup>102</sup> Dal Babu told us:

“I was a gold firearms commander where two of my officers were shot and seriously injured, and I then had to manage the scene there and then subsequently arrange for the arrest of the culprits. That is not something you can learn overnight”.<sup>103</sup>

He pointed out that communities build trust in officers over time and value the knowledge that officers have progressed through the ranks. He believed a “conveyor belt” attitude was not the best way to improve diversity in senior ranks.<sup>104</sup>

116. On the other hand, policing has become increasingly specialist and there is a need for technical abilities in areas such as complex fraud or cyber-crime.<sup>105</sup> Multi-point entry could assist in increasing the proportion of female and ethnic minority officers in senior positions. Thirdly, direct entry may help to bring new ideas into the police from confident and experienced professionals.<sup>106</sup>

117. Tom Winsor told us that “I wish I had gone further in relation to the flexibility of a chief officer to bring someone in from an outside job, perhaps with a lot of years’ experience, at a higher salary than as things are at the moment”.<sup>107</sup>

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<sup>101</sup> Home Office, *Consultation on the Implementation of Direct Entry in the Police*, January 2013

<sup>102</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.

<sup>103</sup> Q 333 [Dal Babu]

<sup>104</sup> Q 315 [Dal Babu]

<sup>105</sup> LSP 05 [Police Foundation], paragraph 19

<sup>106</sup> LSP 05 [Police Foundation], paragraph 20

<sup>107</sup> Q 604 [Tom Winsor]



118. As ACPO pointed out, “given the level of risk managed by the service it is crucial that senior officers are competent from day one”.<sup>108</sup> The Police Foundation suggested that the College could design courses to ensure that non-police officers gain relevant on-the-ground training, skills and experience.<sup>109</sup>

119. There are already opportunities to join the service in senior roles as police staff members (i.e. not warranted officers). Non-warranted staff members are represented at all levels including senior management teams.<sup>110</sup> 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 Strategic Command Course is available to both officers and staff.<sup>111</sup>

120. Assistant Chief Officers are regularly drawn from successful careers in finance, human resources, IT and more and bring a great deal of skills and experience into policing. Vicky Robinson suggested that “Direct entry [...] is reinforcing this notion that you have to hold a warrant card to be an effective police leader” and that if more were done to integrate civilian staff direct entry would not be required.<sup>112</sup>

**121. Police staff are an important entry point for diversity of experience, ethnicity and other characteristics and play an increasingly important role in policing. We note that in November 2012 the Police Reform and Social Responsibility Act 2011 transferred all of the assets, liabilities and staff formerly employed by Police Authorities to Police and Crime Commissioners (PCCs). By April 2014, a second stage of transfers is due to take place, leaving some “governance” staff with the PCCs and all “operational” staff with chief constables. Under this Stage 2 Transfer process, operational staff under the direction and control of the chief constable pass to the chief constable’s employment. We expect most staff to be transferred to chief constables’ employment and a clear justification for any staff remaining with PCCs. For clarity and operational effectiveness, it is important that this process happens smoothly and that the April 2014 deadline is met.**

**122. For warranted officers, the culture and “craft” of policing are valuable assets that can guide officers in a crisis. The trust built between officers and their superiors on the basis of shared experience is another valuable commodity. However, we recognise that it is necessary to have warranted officers with certain skills within the service, especially for specialist assignments such as cyber crime. The College should develop a “points-based” direct entry system, it must identify specific skills requirements at specific levels in the service and open up direct entry to fill that gap, rather than simply throw open the door to senior ranks.**

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<sup>108</sup> LSP 21 [ACPO]

<sup>109</sup> LSP 05 [Police Foundation], paragraph 24

<sup>110</sup> LSP 21 [ACPO]

<sup>111</sup> LSP 21 [ACPO]

<sup>112</sup> LSP 29 [Vicky Robinson]

## 6 Conclusion

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123. The College of Policing will be crucial in the renewal of the office of constable and professionalism and independence for individual officers. New constables in England and Wales are required to take the following oath, or “attestation”, under section 29 of the Police Act 1996:

I, ... of ... do solemnly and sincerely declare and affirm that I will well and truly serve the Queen in the office of constable, with fairness, integrity, diligence and impartiality, upholding fundamental human rights and according equal respect to all people; and that I will, to the best of my power, cause the peace to be kept and preserved and prevent all offences against people and property; and that while I continue to hold the said office I will to the best of my skill and knowledge discharge all the duties thereof faithfully according to law.

124. Integrity has long been at the heart of policing, but the College of Policing must bring in a new era of excellence, when integrity must be allied with consistent standards, high skills and true representation. Only then will the oath of policing be equivalent to the Hippocratic Oath in the confidence it instils in the public and the probity it instils in officers. The days of Dock Green are gone and, while the craft of policing must be maintained and the instincts of the officer still trusted, those instincts must be based on sustained professional development and clear rules.

125. Since 4 February 2013, the College has been operating as a Limited Company. Alex Marshall told us that:

“At the moment [...] to operate independently from the Home Office or Government is very difficult, because the one shareholder is the Home Secretary. There is a clear declaration, from the Home Secretary and the Police Minister, that the College of Policing will be independent. At the moment, I have to seek permission from the Home Office to recruit people into the organisation. The funding comes directly from the Home Office, and I am subject to all the accounting rules and the ways of operating that are found within the Home Office and Government. It needs to be created separately in statute to have more freedom to operate”.<sup>113</sup>

126. He believed that Royal College status would help move towards the establishment of policing as a recognised profession.<sup>114</sup>

**127. The College of Policing must be established as an independent, statutory body with all haste. The status of a company limited by guarantee will stymie the autonomy of the College; even its temporary location, housed within the Home Office buildings on Marsham Street, could dent its capacity to demonstrate its independence. Honesty, integrity, and transparency should be part of the policing DNA and getting the College of Policing right is essential to achieving that. Once the College is established, the**

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<sup>113</sup> Q 241 [Alex Marshall]

<sup>114</sup> Q 233 [Alex Marshall]

**Government should recommend to the Privy Council that it be granted a Royal Charter so that policing is put on the same footing as the other great professions.**

## Conclusions and recommendations

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### Introduction

1. The College of Policing must create a police service more confident in the professional judgement and discretion of individual officers. To do so, it must unify policing standards for the first time, setting out clear metrics of competency and clear principles of good conduct, at every level from constable to chief constable. New national benchmarks must be laid out for recruitment, so that the same level of performance applies across the land. Partnerships with universities must be regularised and rolled out, so their insights can be shared across the service. Grey areas of conduct must be eliminated and a list of those who are struck off must be established to restore faith in officer integrity. (Paragraph 12)
2. Not only will this help the public to have confidence in the police, it must also improve police professional independence. The lack of clarity in conduct cases has led to a quagmire of complaints, which we described in our Report on the IPCC, leaving officers bogged down in standards cases. Too often, officers go through the motions of policing, following standard procedures to cover their backs, where a commonsense approach would be better. With new clarity set out in a code of ethics, and new confidence and authority from professional training, we expect that the College will empower officers to get on with their jobs. (Paragraph 13)

### Training and career development

3. The College of Policing has the potential to be a key instrument of renewal within the police service. In order to be effective, however, its focus must be on delivery for all officers, at every rank. With a budget requirement of £50 million per year, it seems unlikely that the College will be able to sustain its operations without a payment for membership and we believe that the Government should be open about that from the outset, unless it is able to draw up alternative funding models. (Paragraph 19)
4. We noted on our visit to the UAE's policing and counter-terrorism units the involvement of the British police in training overseas forces and the international recognition of British Policing as a world-class brand. We note that a number of very senior former officers make a lot of money sharing their experience of British policing with other governments and forces. This brand and training must be developed by the College of Policing and exported across the globe, both to the betterment of international policing and to provide a revenue stream to help make the College a sustainable organisation. (Paragraph 20)
5. Although the final figures have yet to be confirmed, it appears that approximately £400m less will be spent on policing institutions following the transition from the

National Policing Improvement Agency to the new National Crime Agency and the College of Policing. Some of this money should be used to fund the College for a further four years and give it time to draw up a sustainable long-term funding model. (Paragraph 21)

6. If it does choose to charge for membership, then it must be clear to all officers how the College is working to their benefit. Representation on the board of the College should be more proportional to the number of officers at each rank; one seat for the federated ranks is unacceptable and sends the wrong message to the service. The Metropolitan Police Commissioner, who is responsible for almost a quarter of British police officers, should also sit on the board as the highest ranking officer in the land. (Paragraph 22)
7. We welcome the appointment of Professor Shirley Pearce to chair the College, who has a distinguished background in the higher education sector and will provide a vital link between policing and academia. It is regrettable that she was unable to appoint the board because of the way the recruitment process was timed. We recommend that after the College has been running for a year, she is given the opportunity to reappoint the board, with the discretion to appoint additional members. We also note that there is only one person from an ethnic minority on the board. A reappointment process may provide a chance to address this issue. (Paragraph 23)

### **Proposed payscale for new constables from April 2013**

8. We are deeply concerned by the decline in police morale and in particular by Lord Stevens' finding that 95% of the service do not feel they have the support of the Government. When major organisational change is underway it is vital to have the support of the workforce. In policing, this is particularly important because morale in the ranks can have a real impact on public safety. We are concerned that some chief officers may now be paid ten times more than an ordinary constable on the front line. The Chief Constables' Council and the Minister for Policing should publish a list of actions they intend to take to address the issue of police morale during the course of this year. (Paragraph 31)
9. Some change in pay and recruitment is an inevitable result of economic reality. In line with the aim of professionalising policing, we recommend that a clear link be made between pay and skills, which should be set out by the College of Policing in collaboration with the Police Remuneration Review Body. Following this logic, however, we note that any new entry requirements for police recruits must be matched with a commensurate increase in starting pay. (Paragraph 34)
10. We understand the need for changes in pay and pensions arrangements for new recruits to the force due to financial constraints. We note that there are no changes to the accrued pensions of serving officers. However, we are concerned about changes to pay and pensions for officers already serving, which may undermine future confidence in the system and could be detrimental to the future financial plans of officers and police morale. (Paragraph 35)

## Standards and ethics

11. At the same time as setting out new rules of integrity and standards, there is potential for the College to build on the professional independence of officers, freeing their hands to follow the best course of action, with the confidence that their professional judgement will be recognised by courts, Police Standards Departments and the IPCC. (Paragraph 37)

## Integrity

12. On 12 February the Home Secretary made a statement to the House outlining a package of measures to improve police integrity. We welcome the Home Secretary's announcement of measures to improve police integrity, several of which were proposed in our report on the Independent Police Complaints Commission. (Paragraph 38)
13. We are concerned, however, that little detail has been forthcoming on these measures, in particular the Chief Constables' register of interests and the register of dismissed officers. As these are vital matters of serious concern to the public, these should be implemented immediately. Her Majesty's Inspectorate of Constabulary should hold the Chief Constables' register. In addition, a national register of Police and Crime Commissioners' interests and financial details should be held by HMIC. A register of dismissed officers should be held by the College of Policing. (Paragraph 39)
14. We welcome the fact that Alex Marshall has made integrity his highest priority and spoken of the need to set out in clear terms what is expected of everybody and what they must do to ensure high ethical standards. (Paragraph 41)

## Plebgate

15. Allegations of police officers fabricating evidence for political ends shocked the public and raised pressing questions about standards. The answers to those questions were promised by Operation Alice, which Commissioner Hogan-Howe hoped would be concluded by January 2013. DAC Gallan also told us that "an advice file will be submitted to the Crown Prosecution Service by the end of January asking them to consider whether there should be relevant and appropriate charges arising from the investigation". So far, the investigation has taken eight months, involved 30 investigating police officers and cost the taxpayer £144,000 for an incident in Downing Street that lasted 45 seconds. We are dismayed that the investigation is still incomplete and the Commissioner was unable to provide the Committee with a timetable for its completion. It is vital to public confidence in the police that a timetable for a swift and thorough completion of the investigation is released. (Paragraph 48)

## Hillsborough

16. The work of the Hillsborough Independent Panel highlighted potential police abuse in a case that has scarred the public consciousness, no more so than in Liverpool.

The Independent Police Complaints Commission has so far conducted its investigation openly and with good communication, although we are disappointed that it does not yet have a full complement of investigators. We also note that the IPCC had not received full details of possible people involved by February 2013. (Paragraph 53)

## Cleveland

17. We make no comment on the individual cases in Cleveland, but a concentration of so many egregious cases of alleged corruption and incompetence must have shaken the faith of the public in their top officers. We are also concerned that Keith Bristow is leading Operation Sacristy alongside Operation Pallial, with vesting day for the NCA only six months away, and recommend that the IPCC take over these investigations should they run past December 2013. (Paragraph 55)

## Undercover investigations

18. We are concerned by the mounting cost of Operation Herne and the length of time it has already taken, with no arrests or suspensions to date. We are also alarmed that there is no timetable for completion of the operation, which appears to have started from scratch since Chief Constable Creedon and the IPCC took over, over a year since it began. It is unacceptable that families of the dead children whose identities were used have still not been informed or apologised to. This must be done immediately. (Paragraph 56)
19. The allegations which have been made that the parents of Stephen Lawrence, Duwayne Brooks, as well as other individuals close to Stephen, were spied on by undercover agents following the murder, if true, is deeply shocking and disgraceful. It is difficult to believe that, if such happenings occurred, they did so without authorisation from the most senior ranks in the Met. It is essential that the ongoing inquiries, including the one into the Lawrences announced by the Home Secretary in the House on 24 June, should be carried out thoroughly but speedily. However, the question remains whether in view of the allegations it is right for the police, though from a different force, to be responsible for investigating itself. We are also deeply concerned that a conversation between Mr Brooks and his lawyer was covertly recorded. This must be investigated. (Paragraph 57)

## Operation Elveden

20. It is essential that Operation Elveden is concluded swiftly and thoroughly for public confidence in the police. The fact that the launch of the inquiry was leaked to the press by a serving detective chief inspector shows how closely press and police were intertwined in some cases and the impunity some officers have felt. (Paragraph 61)

## Gaming the crime statistics

21. Any attempt to manipulate crime statistics suggests a basic disregard for scrutiny, for Parliament and for the public. This is a very serious matter linked to the issue of



cautions and out of court disposals being issued by police so a case can be classified as solved. We also note the arrest of several officers in Kent under suspicion of doctoring crime statistics. Until a full investigation of all forces is undertaken by HMIC, it will be impossible to ascertain whether this is an isolated case. We welcome the Policing Minister's investigation into this issue and will return to the matter in a future inquiry. (Paragraph 63)

22. Investigations such as Alice into current failings by one force should be transferred entirely to the IPCC so there can be no question of bias, as we have seen in media reports about alleged leaks by the Metropolitan Police from Alice to the media. The force in question should transfer funds from its Police Standards Department to cover the IPCC's costs. (Paragraph 65)
23. Where historical investigations uncover systemic failings in more than once force, such as Operation Herne, the matter should be referred to HMIC and, again, the forces concerned should transfer funds to cover the costs of those investigations. Exceptionally large-scale operations should receive additional Home Office funding if required, as it is clearly in the public interest to get to the bottom of failings. The funding currently allocated to the Hillsborough investigation could, in future, be kept in reserve for this kind of work. (Paragraph 66)
24. A number of Chief Constables and Director-Generals of national policing organisations, including Chief Constable Creedon, Chief Constable Sir Peter Fahy and Keith Bristow are "double-hatting" and leading investigations into police failings alongside their day jobs. We asked three Chief Constables to provide us with examples of their weekly duties and it is clear just how full their timetables are. Responsibility for leading systemic and standards investigations should be transferred to HMIC or the IPCC respectively, which will give the public confidence in an independent investigation and free senior officers to do the tasks they should be doing. (Paragraph 67)

## Sanctions

25. All forces must publish details of misconduct hearings and their outcomes on their website. We welcome the commitment by the Home Secretary to introduce a sanction for officers who resign or retire to avoid dismissal, so that hearings will be taken to their conclusion notwithstanding the officer's departure from the force. This must be enacted with immediate effect. (Paragraph 72)
26. Officers who are dismissed by one force, or who retire to avoid disciplinary proceedings, must not be allowed to resume service with another. This speaks of a high-risk lack of coordination between forces. Nor should officers be able to see retirement as a "get out of jail free card" for misconduct. (Paragraph 73)
27. The College of Policing must compile a register of officers who have been dismissed, or who retire with disciplinary proceedings pending. It must be obligatory for each force to provide the College with the necessary information and every applicant for policing-related employment must be automatically checked against this register. It

must also establish a scale of fines which should be docked from officers pensions in cases of the most grave misconduct. (Paragraph 74)

## Second jobs

28. The value of guidelines issued by ACPO is unclear, if it is simply open to chief constables to ignore them on critical issues such as second jobs. To some extent, this results from the rather unusual, and in our view inappropriate, nature of ACPO as a private company limited by guarantee, rather than a statutory body. Codes of practice issued by the College of Policing must be obligatory. (Paragraph 82)
29. We were concerned to note recent confusion when both ACPO and the College of Policing issued guidance about naming suspects. It must be clear when the College of Policing assumes responsibility for issuing guidance on an issue, and ACPO should issue no further guidance on the matter. ACPO should not be involved in policy-making. This should be the responsibility of the College of Policing. (Paragraph 83)
30. When standards are established for policing practices—whether it be undercover investigations or registering officers' second jobs—it is essential that those standards are upheld. The apparent ease with which ACPO guidelines are ignored, in the name of the operational independence of forces, suggests that a new tier of standards is necessary, which will be binding on chief officers. Standards must be enforced and must be nationwide. Chief Constables who do not follow these standards should be subject to fines and disciplinary proceedings. (Paragraph 84)
31. The College must produce a new Code of Ethics and Integrity for police officers. In addition to this overarching document, we recommend that the College should be able to produce Regulations, which would be directly binding on forces and Directives, which forces must implement in their own way. HMIC would be responsible for monitoring compliance. Any additional best practice guidelines should be clearly indicated as voluntary measures. (Paragraph 85)
32. We welcome the Anti-social Behaviour, Crime and Policing Bill and the speed with which the Government is acting to establish the powers of the College, but recommend that the College's ability to set standards that are binding on chief officers should be made explicit. (Paragraph 86)

## Hospitality

33. Where hospitality is accepted, an up-to-date register should be kept by all police forces, with full details of those providing such hospitality, dates, and other relevant details. The register should at all times be in the public domain, including online, with additional entries being made immediately available. (Paragraph 88)
34. One particular issue we should mention: it should not be acceptable that officers of any rank should receive free treatment in a private hospital or convalescent home where payment would otherwise expect to be made by the individual. There are bound to be questions asked why such free provisions have been provided, and all the more so if the officers concerned are of a senior rank. (Paragraph 89)



## Training

35. The College of Policing presents an opportunity to link the world's best universities with the world's best police service. Local innovation between forces and universities is valuable and local changes can often be a laboratory for "what works" that can be scaled up to the national level. However, much is lost when local schemes are not compatible or end with a change of personnel. National training standards are important for the public, who expect certain standards to be met wherever they live, and for individual officers who expect their skills and achievements to be recognised from one force to another. Each force must designate a College liaison officer to marry up academic work with practical solutions in their constabulary. (Paragraph 96)
36. Collaborative work with universities should be overseen by the College of Policing so that it is standardised across forces, both for the benefit of national professional standards and for officers, whose qualifications should be recognised from force to force. (Paragraph 97)
37. We recommend that the requirement for the Certificate of Knowledge in policing should be uniformly applied to all forces to establish a new set of national standards. In order to prevent the cost of the certificate putting off skilled and diverse recruits, this cost should be lowered to a maximum of £500 and should be paid for by the candidate, however this cost should be defrayed over their first year as a qualified constable. (Paragraph 98)

## Diversity

38. The police service should collect and publish data detailing diversity within each department to be completed by April 2014. Without this data, it is impossible to assess whether the whole service is properly representative. (Paragraph 100)
39. Police forces must recognise that diversity is more than simply ticking a political correctness box: true representation is critical for public acceptance and knowledge of communities and different mindsets can bring real operational advantages as well as everyday improvements in relations with the public. It is shameful that not a single chief constable is Black or Asian. (Paragraph 108)
40. Diversity has for too long been given lip service but not action in the police service. It is very disappointing that ten years after the McPherson report and 20 years after the death of Stephen Lawrence so little progress has been made. Indeed, in some respects the police service has gone backwards with the BME percentage of ACPO falling from 4% in 2010 to 2.9% in 2012. The importance of having diversity at the top is shown by the fact that former Chief Constable Mike Fuller's force has become significantly less diverse since his departure to head HMICPS. The Committee is therefore deeply alarmed by the complete absence of BME officers on the strategic command course and expects to see a substantial number of officers from a Black or minority ethnic background on the course next year. (Paragraph 109)
41. Skills-based selection would fit well with Mr Winsor's emphasis on merit and prove a useful tool for diversifying the service. The importance of cultural intelligence and

abilities such as language skills should be assessed by each force and, where appropriate, recognised in recruitment planning. The Committee welcomes the commitment to increasing diversity in the Metropolitan Police, articulated by Assistant Commissioner Simon Byrne, and will be monitoring progress. (Paragraph 110)

42. We are concerned that in some cases, pre-recruitment qualifications such as the Certificate of Knowledge, which may be prohibitively expensive for some candidates, may stifle diversity. Means-tested support should be in place to ensure that the best candidates are not lost because of financial barriers. (Paragraph 111)
43. The detrimental impact on the effectiveness of a force that does not reflect the communities it serves, including in counter-terrorism operations, has been articulated by senior officers including Cressida Dick and Sir Peter Fahy. The Government should therefore change the law to allow for positive action in the police force, at least up to a representative threshold for each area. (Paragraph 112)
44. We note that PCCs are now responsible for appointing their own Chief Constables and will not necessarily have regard to the national picture of diversity when doing so. It is therefore absolutely essential that high calibre minority officers are able to reach the upper ranks so they can be chosen. Mentoring schemes such as the one implemented by Chief Superintendent Dal Babu should be rolled out across the country. (Paragraph 113)

### Direct entry

45. Police staff are an important entry point for diversity of experience, ethnicity and other characteristics and play an increasingly important role in policing. We note that in November 2012 the Police Reform and Social Responsibility Act 2011 transferred all of the assets, liabilities and staff formerly employed by Police Authorities to Police and Crime Commissioners (PCCs). By April 2014, a second stage of transfers is due to take place, leaving some “governance” staff with the PCCs and all “operational” staff with chief constables. Under this Stage 2 Transfer process, operational staff under the direction and control of the chief constable pass to the chief constable’s employment. We expect most staff to be transferred to chief constables’ employment and a clear justification for any staff remaining with PCCs. For clarity and operational effectiveness, it is important that this process happens smoothly and that the April 2014 deadline is met. (Paragraph 121)
46. For warranted officers, the culture and “craft” of policing are valuable assets that can guide officers in a crisis. The trust built between officers and their superiors on the basis of shared experience is another valuable commodity. However, we recognise that it is necessary to have warranted officers with certain skills within the service, especially for specialist assignments such as cyber crime. The College should develop a “points-based” direct entry system, it must identify specific skills requirements at specific levels in the service and open up direct entry to fill that gap, rather than simply throw open the door to senior ranks. (Paragraph 122)

## Conclusion

47. The College of Policing must be established as an independent, statutory body with all haste. The status of a company limited by guarantee will stymie the autonomy of the College; even its temporary location, housed within the Home Office buildings on Marsham Street, could dent its capacity to demonstrate its independence. Honesty, integrity, and transparency should be part of the policing DNA and getting the College of Policing right is essential to achieving that. Once the College is established, the Government should recommend to the Privy Council that it be granted a Royal Charter so that policing is put on the same footing as the other great professions. (Paragraph 127)
  
48. The College of Policing must be established as an independent, statutory body with all haste. The status of a company limited by guarantee will stymie the autonomy of the College; even its temporary location, housed within the Home Office buildings on Marsham Street, could dent its capacity to demonstrate its independence. Honesty, integrity, and transparency should be part of the policing DNA and getting the College of Policing right is essential to achieving that. Once the College is established, the Government should recommend to the Privy Council that it be granted a Royal Charter so that policing is put on the same footing as the other great professions. (Paragraph 127)

## Annex I: the new landscape of policing

AGENCY	FUNCTION	FATE
SOCA 3,806 staff Budget: £414.4m (2012/13) Excluding staff and resource from interim hosting of NPIA functions	Organised crime prevention and detection	Transfer to NCA (Organised Crime Command; Economic Crime Command)
National Police Improvement Agency  c.1600 staff  budget: £392.3m (2012/13) £380m (2011/12) £474m (2008/09)	Proceeds of Crime Centre	Transfer to NCA (Economic Crime Command)
	Central Witness Bureau	Transfer to NCA
	Crime Operational Support Unit	Transfer to NCA
	Serious Crime Analysis section	Transfer to NCA (Organised Crime Command)
	Specialist Operations Centre	Transfer to NCA
	National Missing Persons Bureau	Transfer to NCA
	Other NPIA functions: 101 non-emergency phone service; crime mapping; pathology services; forensic and other non-ICT procurement; the programme for implementing Schengen Information System (II); police science and forensics services; policy for Police Special Constables; the Automotive Equipment Section; the Airwave radio system; some policy responsibility for Police Workforce Strategy; the secretariat for the Reducing Bureaucracy programme; the National Police Air Service project.	Transfer to the Home Office
	Other NPIA functions: The new National Police Air Service	Transfer to a police force
	Other NPIA functions: IT	Transfer to police ICT company
Other NPIA functions: professional development	Transfer to College of Policing	
CEOP c.120 staff c.£7m budget	Child protection	Transfer to NCA (Child Exploitation and Online Protection Centre)
UKBA (now disbanded)		Transfer to NCA (Border Policing Command)
Metropolitan Police Service	Police Central e-Crime Unit	Transfer to NCA
	Counter-terrorism	Undecided

## Annex II: ethnic make-up by police force

Police force	Total male ranks	Total female ranks	Total police ranks	% of total officer strength	Minority Ethnic officer strength at 31 March 2011	Change between 31.03.11 and 31.03.12	% change between 31.03.11 and 31.03.12	Total officer strength
Dyfed-Powys	6	1	7	0.6	8	-1	-13	1131
North Wales	10	2	12	0.8	12	0	1	1454
Humberside	11	6	17	0.9	17	0	0	1856
Cheshire	16	6	22	1.1	23	-1	-4	2011
Cumbria	10	2	12	1.1	14	-2	-11	1125
North Yorkshire	15	1	16	1.1	16	0	0	1402
Wiltshire	10	2	12	1.1	15	-3	-20	1056
Devon and Cornwall	29	9	38	1.2	37	1	2	3225
Dorset	15	2	17	1.2	17	0	0	1378
Norfolk	17	5	22	1.4	22	0	0	1547
Gwent	17	3	20	1.4	20	-0	-1	1446
Lincolnshire	12	6	18	1.5	18	0	0	1142
Northumbria	46	14	60	1.5	63	-3	-4	3921
Cleveland	22	5	27	1.7	28	-1	-4	1529
Durham	19	6	25	1.8	26	-1	-4	1363
Gloucestershire	21	1	22	1.8	25	-3	-14	1208
West Mercia	28	11	39	1.8	38	1	3	2191
Sussex	43	14	57	1.9	60	-3	-4	2959
Suffolk	17	8	25	2.1	27	-2	-9	1175
Staffordshire	31	11	42	2.2	44	-2	-4	1948
South Wales	47	18	65	2.2	68	-4	-5	2907
Hampshire	59	21	80	2.3	85	-4	-5	3434
Avon and Somerset	56	18	73	2.4	57	16	28	3039
Cambridgeshire	25	8	33	2.4	31	2	6	1377
Essex	63	21	84	2.5	91	-7	-8	3408
Kent	82	25	107	3.0	112	-5	-5	3498
South Yorkshire	68	17	85	3.1	89	-3	-4	2772
Central Service secondments	13	2	15	3.1	15	0	0	481
Derbyshire	45	14	58	3.2	72	-13	-18	1819
Lancashire	85	25	110	3.3	115	-5	-5	3323
Merseyside	100	38	138	3.4	143	-4	-3	4083
Northamptonshire	34	11	45	3.7	50	-5	-9	1234
Nottinghamshire	56	25	80	3.7	89	-8	-9	2168
Surrey	53	20	73	3.7	73	-0	0	1974
Hertfordshire	55	21	75	3.8	77	-1	-2	1984
Greater Manchester	292	60	352	4.7	360	-9	-2	7498
Warwickshire	27	14	41	4.8	42	-1	-3	844
West Yorkshire	204	56	261	5.0	266	-6	-2	5219
Thames Valley	166	55	220	5.1	214	6	3	4355
London, City of	35	13	48	5.8	51	-3	-6	831
Bedfordshire	52	16	68	5.9	69	-1	-2	1157
Leicestershire	112	33	144	6.7	149	-4	-3	2142
Total other services	174	30	203	6.7	207	-4	-2	3038
British Transport Police	161	28	188	7.4	192	-4	-2	2557
West Midlands	471	182	653	8.3	669	-16	-2	7826
Metropolitan Police	2464	795	3259	10.1	3115	144	5	32140
<b>Total</b>	<b>5045</b>	<b>1619</b>	<b>6664</b>	<b>5.0</b>	<b>6615</b>	<b>48</b>	<b>1</b>	<b>134101</b>

Source: Home Office

## Annex III: HMIC

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### **Her Majesty's Chief Inspector of Constabulary**

Tom Winsor

Salary range £195,000–£199,999<sup>115</sup>

### **Her Majesty's Inspectors of Constabulary**

Roger Baker QPM, Her Majesty's Inspector for the Northern Region

Salary range £185,000–£189,999

Zoë Billingham, Her Majesty's Inspector for the Eastern Region

Salary range £185,000–£189,999

Drusilla Sharpling CBE, Her Majesty's Inspector for the Wales and Western Region

Salary range £190,000–£194,999

Stephen Otter QPM, Her Majesty's Inspector for the National Team

Salary range £190,000–£194,999

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<sup>115</sup> HMIC: structure and salaries, 2012

## Annex IV: Salaries: Chief Constables and PCCs

		Chief Constable details			PCC details			
	Name	Salary	Footnotes	Name	Salary	Police officer strength, March 2012	Mid-2011 population estimate (000s)	Officers per 100,000 population
Avon and Somerset	Nick Gargan	£148,159		Sue Mountstevens	£85,000	3,039	1,602	190
Bedfordshire	Alfred Hitchcock	£149,171		Olly Martins	£70,000	1,157	617	188
Cambridgeshire	Simon Parr	£157,882		Sir Graham Bright	£70,000	1,377	807	171
Cheshire	David Whatton	£145,479		John Dwyer	£75,000	2,011	1,029	196
Cleveland	Jacqui Cheer	£133,068	2	Barry Coppinger	£70,000	1,529	558	274
Cumbria	Bernard Lawson (temp)	£130,000	3	Richard Rhodes	£65,000	1,125	500	225
Derbyshire	Mick Creedon	£159,987		Alan Charles	£75,000	1,819	1,020	178
Devon and Cornwall	Shaun Sawyer	£151,000	4	Tony Hogg	£85,000	3,225	1,672	193
Dorset	Debbie Simpson	£146,000	5	Martyn Underhill	£70,000	1,378	745	185
Durham	Michael Barton	£133,068	6	Ron Hogg	£70,000	1,363	619	220
Essex	Stephen Kavanagh	£192,000	7	Nicholas Alston	£85,000	3,408	1,729	197
Gloucestershire	Suzette Davenport	£130,044	8	Martin Surl	£65,000	1,208	598	202
Greater Manchester	Sir Peter Fahy	£191,191		Tony Lloyd	£100,000	7,498	2,685	279
Hampshire	Andy Marsh	£146,521	9	Simon Hayes	£85,000	3,434	1,902	181
Hertfordshire	Andy Bliss	£130,000	10	David Lloyd	£75,000	1,984	1,120	177
Humberside	Justine Curran	£139,119	11	Matthew Grove	£75,000	1,856	918	202
Kent	Ian Learmouth	£173,802		Ann Barnes	£85,000	3,498	1,731	202
Lancashire	Steve Finnigan	£159,000		Clive Grunshaw	£85,000	3,323	1,461	227
Leicestershire	Simon Cole	£139,119	1a	Sir Clive Loader	£75,000	2,142	1,018	210
Lincolnshire	Neil Rhodes	£134,381		Alan Hardwick	£65,000	1,142	715	160
London, City of	Adrian Leppard	£164,000		n/a		831	7	n/a
Merseyside	Jon Murphy	£157,260	12	Jane Kennedy	£85,000	4,083	1,381	296
Metropolitan Police	Sir Bernad Hogan-Howe	£260,088		Mayor of London		32,140	8,197	392
Norfolk	Phillip Gormley	£167,967		Stephen Bett	£70,000	1,547	859	180
Northamptonshire	Adrian Lee	£133,068		Adam Simmonds	£70,000	1,234	694	178

Northumbria	Susan Sim	£159,484				Vera Baird QC	£85,000	3,921	1,420	276
North Yorkshire	Dave Jones	£133,068	13			Julia Mulligan	£70,000	1,402	799	175
Nottinghamshire	Chris Eyre	£142,143				Paddy Tipping	£75,000	2,168	1,091	199
South Yorkshire	David Crompton	£148,194	14			Shaun Wright	£85,000	2,772	1,344	206
Staffordshire	Mike Cunningham	£139,119				Matthew Ellis	£75,000	1,948	1,098	177
Suffolk	Douglas Paxton	£133,068	15			Tim Passmore	£70,000	1,175	730	161
Surrey	Lynne Owens	£136,092	16			Kevin Hurley	£70,000	1,974	1,136	174
Sussex	Martin Richards	£158,000				Katy Bourne	£85,000	2,959	1,609	184
Thames Valley	Sara Thornton	£171,214				Anthony Stansfeld	£85,000	4,355	2,275	191
Warwickshire	Andy Parker	£136,680	17			Ronald Ball	£65,000	844	547	154
West Mercia	David Shaw	£139,119	18			Bill Longmore	£75,000	2,191	1,224	179
West Midlands	Chris Sims	£181,500				Bob Jones	£100,000	7,826	2,740	286
West Yorkshire	Mark Gilmore	£169,359	19			Mark Burns-Williamson	£100,000	5,219	2,227	234
Wiltshire	Patrick Geenty	£133,000	20			Angus Macpherson	£70,000	1,057	684	154
Dyfed-Powys	Simon Prince	£120,941	21			Christopher Salmon	£65,000	1,131	515	220
Gwent	Carmel Napier	£133,068				Ian Johnston	£70,000	1,446	577	251
North Wales	Mark Polin	£136,751				Winston Roddick	£70,000	1,454	688	211
South Wales	Peter Vaughan	£154,370				Alun Michael	£85,000	2,907	1,283	227

## Notes

- All salaries are taken from police authority accounts for 2011-12 unless otherwise stated.
- Chief Constable of Cleveland Police, Jacqui Cheer was appointed in February 2013.
- Chief Constable of Cumbria Bernard Lawson was appointed temporary in September 2012. His salary is taken from an article.
- Chief Constable Shaun Sawyer was appointed in January 2013. His salary is taken from a BBC news article.
- Chief Constable Debbie Simpson was appointed in January 2013. Her salary is taken from an article.
- Chief Constable Michael Barton was appointed in February 2013. His predecessor T Stoddart was paid £130,264 in 2011-12.
- Chief Constable Stephen Kavanagh was appointed in May 2013. His salary is taken from an article.
- Chief Constable Suzette Davenport was appointed in February 2013. Her salary is taken from an advertisement for the role.
- Chief Constable Andy Marsh was appointed in February 2013. His salary is taken from a BBC news article.
- Chief Constable Andy Bliss was appointed in June 2011. His salary is taken from an article in the Watford Observer, Oct 18 2012.
- Chief Constable Justine Curran was appointed in April 2013. Her salary is taken from an article.
- Chief Constable Jon Murphy was appointed in 2010.
- Chief Constable Dave Jones was appointed in April 2013.
- Chief Constable of South Yorkshire Police David Crompton was appointed on 2 April 2012.
- Chief Constable of Suffolk Police Douglas Paxton was appointed on 8 February 2013. His salary is taken from a BBC report of his appointment.
- Chief Constable of Surrey Police Lynne Owens was appointed on 1 February 2012.
- Chief Constable of Warwickshire Police Andy Parker was appointed on 1 December 2011. His salary reported here is the equivalent annual salary.
- Chief Constable of West Mercia Police David Shaw was appointed on 1 August 2011. His salary reported here is the equivalent annual salary.
- Chief Constable of West Yorkshire Police Mark Gilmore was appointed in February 2013.
- Chief Constable of Wiltshire Police Patrick Geenty was appointed in January 2013.
- Chief Constable of Dyfed-Powys Police Simon Price was appointed in March 2013. His salary is taken from his letter of acceptance.

## Sources:

Police Service Strength, Home Office  
Mid-2011 population estimates, ONS



# Formal Minutes

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**Wednesday 26 June 2013**

Members present:

Keith Vaz, in the Chair

Michael Ellis  
Dr Julian Huppert  
Bridget Phillipson

Mark Reckless  
Chris Ruane  
Mr David Winnick

Draft Report (*Leadership and standards in the police*), proposed by the Chair, brought up and read.

*Ordered*, That the draft Report be read a second time, paragraph by paragraph.

Paragraphs 1 to 127 read and agreed to.

Annexes agreed to.

*Resolved*, That the Report be the Third Report of the Committee to the House.

*Ordered*, That the Chair make the Report to the House.

*Ordered*, That embargoed copies of the Report be made available, in accordance with the provisions of Standing Order No. 134.

Written evidence was ordered to be reported to the House for printing with the Report (in addition to that ordered to be reported for publishing on 16 October, 6 and 27 November, and 4 December 2012, 15 January, 5 and 19 February, 14 and 16 May, and 4, 11 and 18 June 2013.

[Adjourned till Tuesday 2 July at 2.30 p.m.]

## Witnesses

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### Tuesday 16 October 2012

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

### Tuesday 8 January 2013

**Sir Hugh Orde**, President, Association of Chief Police Officers and **Simon Edens**, Deputy Chief Constable, ACPO lead on anti-social behaviour

**Sir Bernard Hogan-Howe QPM**, Metropolitan Police Commissioner

### Tuesday 12 February 2013

**Alex Marshall**, College of Policing

### Tuesday 23 April 2013

**Dal Babu**, Chief Superintendent (retired) and **Mike Fuller**, Her Majesty's Chief Inspector of the Crown Prosecution Service

### Tuesday 14 May 2013

**Mark Burns-Williamson**, West Yorkshire Police and Crime Commissioner, **Tim Passmore**, Suffolk Police and Crime Commissioner and **Alan Hardwick**, Lincolnshire Police and Crime Commissioner

**Peter Box**, Outgoing Chair, West Yorkshire Police and Crime Panel, **Patricia O'Brien**, Chair, Suffolk Police and Crime Panel and **Ray Wootten**, Chair, Lincolnshire Police and Crime Panel

**Tom Winsor**, Her Majesty's Chief Inspector of Constabulary

### Tuesday 18 June 2013

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

## List of written evidence

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(Published in Volumes II and III on the Committee's website [www.parliament.uk/homeaffairscom](http://www.parliament.uk/homeaffairscom))

### **LSP Submitter**

- 1 Rachel Kearton
- 2 Paul Veltman
- 3 David Treadwell
- 4 Department of Law, Policing and Investigation and the Centre for Forensic Investigation at Teesside University
- 5 Police Foundation
- 6 Stonewall
- 7 Public and Commercial Services Union
- 8 Higher Education Forum for Learning and Development in Policing
- 9 Victim Support
- 10 Independent Police Complaints Commission
- 11 Skills for Justice
- 12 Police Superintendents' Association of England and Wales
- 13 The Forensic Science Society
- 14 Police Federation
- 15 Dr Rodger Patrick
- 16 Department of Law & Criminal Justice Studies at Canterbury Christ Church University
- 17 Chartered Management Institute
- 18 National Crime Agency
- 19 Home Office
- 20 National Policing Improvement Agency
- 21 Association of Chief Police Officers
- 22 John Kenny
- 23 James Satherley
- 24 Nigel Lloyd
- 25 Hugh Oliver-Bellasis
- 26 Chris Panther
- 27 Colin Taylor
- 28 Allen Jordan
- 29 Vicky Robinson
- 30 Gary Jackson
- 31 Viv Nicholas
- 32 Sir Bernard Hogan-Howe QPM, Metropolitan Police Commissioner
- 33 Deputy Chief Constable Simon Edens, ACPO lead on anti-social behaviour
- 34 Professor Simon Holdaway
- 35 A. J. Wright
- 36 Tim Passmore, Suffolk Police and Crime Commissioner
- 37 Alan Hardwick, Lincolnshire Police and Crime Commissioner
- 38 Alex Marshall, College of Policing

- 39 Ray Wootten, Chair, Lincolnshire Police and Crime Panel
- 40 AC Cressida Dick, Metropolitan Police
- 41 Nick Gargan QPM, Chief Constable, Avon and Somerset Constabulary
- 42 Stephen Kavanagh, Chief Constable, Essex Police
- 43 Mick Creedon, Chief Constable, Derbyshire Constabulary
- 44 British Naturism
- 45 Patricia Gallan QPM, Deputy Assistant Commissioner, Metropolitan Police
- 46 East Lindsey District Council
- 47 Kevin Maxwell

# List of Reports from the Committee during the current Parliament

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## Session 2013–14

First Report	Police and Crime Commissioners: Register of Interests	HC 69
Second Report	Child sexual exploitation and the response to localised grooming	HC 68-I

## Session 2012–13

First Report	Effectiveness of the Committee in 2010–12	HC 144
Second Report	Work of the Permanent Secretary (April–Dec 2011)	HC 145
Third Report	Pre-appointment Hearing for Her Majesty's Chief Inspector of Constabulary	HC 183
Fourth Report	Private Investigators	HC 100
Fifth Report	The work of the UK Border Agency (Dec 2011–Mar 2012)	HC 71
Sixth Report	The work of the Border Force	HC 523
Seventh Report	Olympics Security	HC 531
Eighth Report	The work of the UK Border Agency (April–June 2012)	HC 603
Ninth Report	Drugs: Breaking the Cycle	HC 184-I
Tenth Report	Powers to investigate the Hillsborough disaster: interim Report on the Independent Police Complaints Commission	HC 793
Eleventh Report	Independent Police Complaints Commission	HC 494
Twelfth Report	The draft Anti-social Behaviour Bill: pre-legislative scrutiny	HC 836
Thirteenth Report	Undercover Policing: Interim Report	HC 837
Fourteenth Report	The work of the UK Border Agency (July–Sept 2012)	HC 792

## Session 2010–12

First Report	Immigration Cap	HC 361
Second Report	Policing: Police and Crime Commissioners	HC 511
Third Report	Firearms Control	HC 447
Fourth Report	The work of the UK Border Agency	HC 587
Fifth Report	Police use of Tasers	HC 646
Sixth Report	Police Finances	HC 695
Seventh Report	Student Visas	HC 773
Eighth Report	Forced marriage	HC 880
Ninth Report	The work of the UK Border Agency (November 2010–March 2011)	HC 929
Tenth Report	Implications for the Justice and Home Affairs area of the accession of Turkey to the European Union	HC 789
Eleventh Report	Student Visas – follow up	HC 1445
Twelfth Report	Home Office – Work of the Permanent Secretary	HC 928

Thirteenth Report	Unauthorised tapping into or hacking of mobile communications	HC 907
Fourteenth Report	New Landscape of Policing	HC 939
Fifteenth Report	The work of the UK Border Agency (April-July 2011)	HC 1497
Sixteenth Report	Policing large scale disorder	HC 1456
Seventeenth Report	UK Border Controls	HC 1647
Eighteenth Report	Rules governing enforced removals from the UK	HC 563
Nineteenth Report	Roots of violent radicalisation	HC 1446
Twentieth Report	Extradition	HC 644
Twenty-first Report	Work of the UK Border Agency (August-Dec 2011)	HC 1722