



House of Commons  
Home Affairs Committee

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# Evaluating the new architecture of policing: the College of Policing and the National Crime Agency

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Tenth Report of Session 2014–15

*Report, together with formal minutes*

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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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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), John-Paul Flaherty (Second Clerk), Dr Ruth Martin (Committee Specialist), Duma Langton (Committee Specialist), Andy Boyd (Senior Committee Assistant), Iwona Hankin (Committee Assistant) and Alex Paterson (Select Committee Media Officer).

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# 1 Introduction

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1. On 26 July 2010, the Home Office published *Policing in the 21st Century: Reconnecting police and the people*, proposing a series of structural changes to the bodies and organisations that are intended to enable the forces to function effectively. The Home Secretary said in her introduction that it heralded “the most radical change to policing in 50 years”.<sup>1</sup> In September 2011, we published a Report on these changes, *New Landscape of Policing*. Now, as we approach the end of the Parliament, we are taking this opportunity to follow up on that report by reflecting on those changes, with a particular focus on the College of Policing.

2. The centrepiece of *Policing in the 21st Century* was the introduction of directly-elected Police and Crime Commissioners. However, it also proposed a number of structural changes to the landscape of policing at national level:

- the replacement of the Serious Organised Crime Agency by the National Crime Agency;
- the closure of the National Policing Improvement Agency, “reviewing its role and how this translates into a streamlined national landscape”; and
- the repositioning of the Association of Chief Police Officers (ACPO) as the national organisation responsible for “providing [...] professional leadership for the police service”, by setting standards and sharing best practice across the range of police activities.<sup>2</sup>

These proposals were followed, in April 2011, by the proposal to establish the College of Policing,<sup>3</sup> and three months later by the proposal to establish a police ICT company.<sup>4</sup> In Annex A we have produced a landscape grid, which sets out the policing landscape in 2010, and where previous organisations’ functions have been transferred to new organisations under the new landscape of policing. We have also worked with the National Audit Office to produce tables showing the budgets and staffing numbers of these organisations in the five years of this Parliament. These are included in Annexes B and C.

3. Since undertaking our initial inquiry, the Committee has kept the developments and changes to the landscape of policing under ongoing scrutiny. The heads of policing organisations have appeared before us Committee regularly, and we have produced several reports on related issues, such as *Leadership and standards in the police*.<sup>5</sup>

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1 [Home Office, \*Policing in the 21st Century: Reconnecting police and the people\*](#), July 2010, p 3

2 [Policing in the 21st Century](#), pp 3, 31 and 33

3 [Review of Police Leadership and Training](#) by Peter Neyroud QPM (Home Office, April 2011)

4 [Home Secretary speech to the ACPO Conference](#), 4 July 2011

5 Home Affairs Committee, Third Report of Session 2013–14, [Leadership and standards in the police](#), HC 67-I, and Tenth Report of Session 2013–14, [Leadership and standards in the police: follow-up](#), HC 756-I

## 2 The New Landscape of Policing

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4. During the course of this Parliament there have been a number of structural changes to policing bodies and organisations. The Serious Organised Crime Agency (SOCA) and National Policing Improvement Agency (NPIA) are no more, with the National Crime Agency (NCA) and College of Policing being created. There is a new police ICT company, incorporated in 2012 to “help police forces improve operational effectiveness and get better value for money and innovative ICT” (although it is not yet fully operational).<sup>6</sup> The National Police Chief’s Council (NPCC) will replace the Association of Chief Police Officers (ACPO) from April 2015, to co-ordinate operational policing at the national level.<sup>7</sup> These changes, and the functions that have moved, are set out in more detail in Annex A.

5. There is no doubt about the scale of these changes. Peter Neyroud, the former Chief Executive of the NPIA, told us that it all amounted to “a hell of a lot of change”,<sup>8</sup> and Sir Hugh Orde, President of ACPO, recently referred to “seismic shifts in the policing landscape”.<sup>9</sup>

6. Keith Bristow QPM, Director General of the National Crime Agency highlighted challenges he had encountered in creating a new organisation, and then getting up to full operational capacity:

I think we have brought together a number of disparate organisations and it is going to take time to integrate those into a single agency. I think there is work that we need to do to develop capabilities that we need that we do not currently have, or we do not currently have enough of, and some of that is about how we operate in a digital world. ... I think we have had a good first year. There is more to do, and the public are safer as a result of the NCA being brought into being.<sup>10</sup>

**7. During the course of this Parliament, all the major policing bodies have been overhauled and reformed. There is no part of the police service that has not been or is not being restructured. It is now time to allow these pieces of the policing puzzle to settle into the new landscape, so that they might achieve the aim of making policing more effective.**

### Responsibility for counter-terrorism

8. When *The National Crime Agency: A plan for the creation of national crime-fighting capability* was published on 8 June 2011, it did not rule out the possibility that counter-terrorism could be one of the NCA’s responsibilities at some point in the future.<sup>11</sup> In our

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6 <https://www.gov.uk/government/policies/helping-the-police-fight-crime-more-effectively/supporting-pages/police-ict-company>

7 <http://news.acpo.police.uk/releases/update-on-acpo-future>

8 Home Affairs Committee, Third Report of Session 2013–14, [Leadership and standards in the police](#), HC 67-I, Para 21,

9 <http://www.bbc.co.uk/news/uk-29662893>

10 Home Affairs Committee, [The work of the National Crime Agency](#), HC 688, Oral evidence, 14 October 2014, Qq 75-77

11 [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/97826/nca-creation-plan.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/97826/nca-creation-plan.pdf), p 13

previous report, *New Landscape of Policing*, we concluded that there would be advantages in placing responsibility for counter-terrorism in the National Crime Agency, but recognised that there was a danger that this would divert resources and attention from the fight against organised crime. We agreed with the Government, that responsibility for counter-terrorism should remain with the Metropolitan Police until after the 2012 Olympics, not least because the National Crime Agency would not be fully functional until the end of December 2013. However, we recommended that, after the Olympics, the Home Office should consider making counter-terrorism a separate command of the National Crime Agency.<sup>12</sup>

9. In October 2013, in their evidence to our counter-terrorism inquiry, the Home Office told us that once the NCA was up and running, the Government would consider what, if any, role it should play in respect of counter-terrorism.<sup>13</sup> In our Report, we reiterated our earlier conclusion, recommending that the work to transfer the terrorism command from the Met to the NCA ought to begin immediately with a view to a full transfer of responsibility for counter-terrorism operations taking place in 2018.<sup>14</sup>

10. The Home Secretary has announced that any review of terrorism policing would be postponed until after the election, in light of the recent increase in the terrorist threat level.<sup>15</sup> A few days after this announcement, Keith Bristow told us that in his view, the most important issue was not which agency led the fight against terrorism, but how the most effective use could be made of existing counter-terrorist capabilities. He argued that, given the similarities in the operating methods of terrorists and organised crime, there would be some advantage in merging or integrating the two sets of capabilities.<sup>16</sup>

11. In evidence to the Committee, Sir Bernard Hogan-Howe took a slightly more cautious view:

My view is that where we are is good, particularly at the moment. We are, as you know, busy and I don't think it would be wise to disturb that, particularly at the moment. A future Government might decide to review it and I think that is perfectly understandable, but I think we have to wait at the moment. I think the decision of the Home Secretary to postpone that was entirely right because I think we would have distracted some very busy people who are dealing with some very serious issues, which would have been unwise.<sup>17</sup>

**12. One piece of the policing jigsaw that has not found a settled position is counter-terrorism. We agree with the Home Secretary's decision not to conduct a review in this Parliament, due to the terrorism risk faced by the UK at the moment. However, given**

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12 Home Affairs Committee, Third Report of Session 2013–14, [Leadership and standards in the police](#), HC 67-I, Para 90

13 Home Affairs Committee, Counter-terrorism, HC 231, Home Office written evidence (INQ0007) <http://data.parliament.uk/writtenevidence/committeeevidence.svc/evidencedocument/home-affairs-committee/counterterrorism/written/4863.pdf>, para 15

14 Home Affairs Committee, Seventeenth Report of Session 2013–14, [Counter-terrorism](#), HC 231, para 141

15 <http://www.bbc.co.uk/news/uk-29547445>

16 Home Affairs Committee, [The work of the National Crime Agency](#), HC 688, Oral evidence, 14 October 2014, Qq 35-40

17 Home Affairs Committee, [Regulation of Investigatory Powers Act 2000](#), HC 711, Oral evidence, 11 November 2014, Qq 171-178

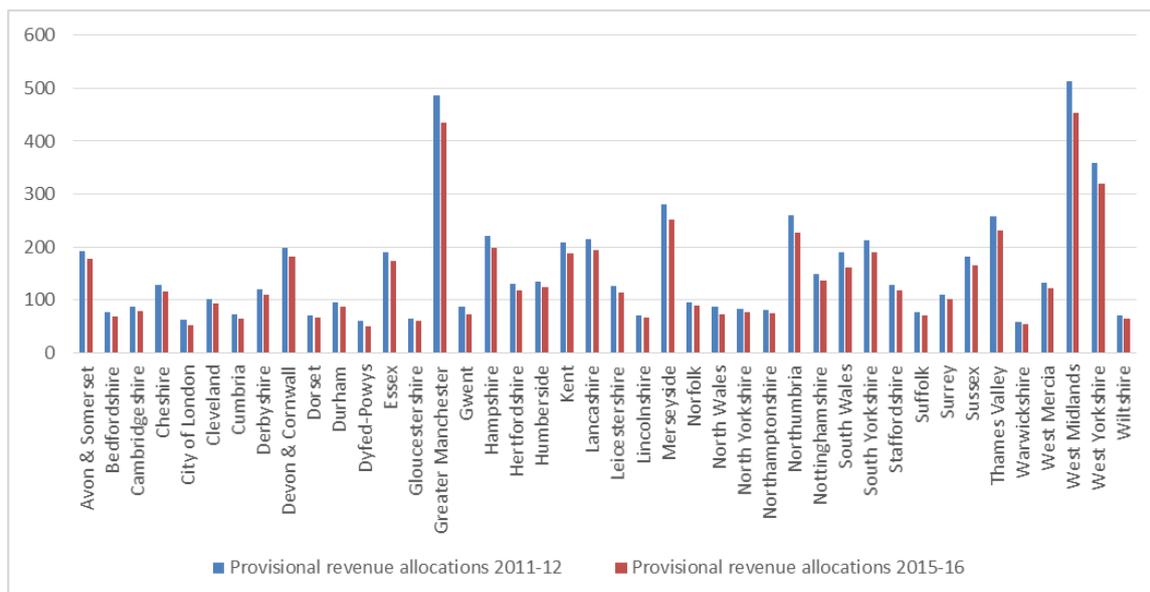
recent national events and global atrocities, it does not appear likely that the terrorism risk will decrease in the near future. Therefore, we recommend that the review take place early in the next Parliament, to maximise the impact of the police's CT capabilities.

## Collaboration between police forces

13. In December 2014 the Chief Constable of Lincolnshire Police, Neil Rhodes, wrote to the Home Secretary to express his fear that his force would effectively go out of business within three years under the current funding arrangements. The alternative, he suggested would be to cut a further fifth of frontline officers, ending routine street patrols, ignoring a large element of minor crime and refusing requests for mutual aid.<sup>18</sup>

14. Lincolnshire has one of the largest force areas in the country, covering almost 2,300 square miles, but with few towns and cities and a relatively low population. The force has one of the smallest staff of all 43 forces in England and Wales. It has reduced the number of officers from 1,220 to 1,100.<sup>19</sup> As shown in figure 1, Lincolnshire Police will receive one of the lowest revenue allocations for England and Wales in 2015/16.

Figure 1: Provisional revenue allocations for England and Wales 2011/12 and 2015/16, £m



Note: Figure 1 does not include the revenue allocation to the Greater London Authority.

Source: Police Authority Grants (England and Wales), Written Statement, 13 December 2010, Column 73WS; and Police Grant Report England and Wales 2015-16 Written Statement, 17 December 2014, Column 99WS

15. Sir Hugh Orde, President of ACPO, highlighted similar observations from Her Majesty's Inspectorate of Constabulary and told us that there were a number of anomalies in the funding formula.<sup>20</sup> He suggested that the amalgamation of smaller forces to achieve economies of scale might be one possible solution, and advocated an independent review

18 <http://www.telegraph.co.uk/news/uknews/crime/11276719/First-police-force-faces-going-out-of-business.html>

19 As above

20 Home Affairs Committee, [College of Policing](#), HC 800, Oral evidence, 9 December 2014, Q2

of the “totality of policing” to look for ways to achieve savings while protecting neighbourhood policing.<sup>21</sup> Sir Bernard Hogan-Howe has gone further, arguing for a reduction in the number of police forces in England and Wales from 43 to nine, based on regional boundaries.<sup>22</sup> The Home Secretary told us that she “would be willing to look at” proposals for force mergers if they had local support, but suggested that there were ways of making savings through collaboration that preserved the identities of local forces.<sup>23</sup>

16. In our report in May 2014, *Police and Crime Commissioners: progress to date*, we explored how police force areas might work more closely together in the interests of efficiency and effectiveness. We concluded:

Collaborative working has the potential to save money as well as providing a higher standard of policing. We support the efforts of commissioners in working with their neighbours and others in fields as diverse as the provision of blue light services, mental health, community safety, organised crime and counter-terrorism. Although there has been progress in some areas, it is clear that a majority of police forces are not yet exploiting the full potential of collaboration. ... We also support the alliances between Warwickshire and West Mercia, and Surrey and Sussex, the former of which has achieved the majority of their required savings over the current spending period through collaboration.<sup>24</sup>

**17. We are concerned that some police forces believe that they will not be able to operate in their current form while making further efficiency savings. We are also concerned that senior leaders in the police appear to be keen to tear up the police forces map to make savings. We have previously examined how forces can collaborate both with their neighbouring forces, and with other blue light services. We believe that potential savings from collaboration between forces and between the emergency services at local level have not yet been fully realised and offers the best opportunity to achieve further efficiency gains. We recommend that where pre-existing alliances have proved successful, and there is local support police forces should be allowed to merge.**

## NCA performance

18. One area of police operations under the new landscape that we remain concerned about is the recovery of criminal assets. At our evidence session with Keith Bristow QPM, Director General, National Crime Agency, we explored how it was performing in its first year, and particularly if it was going to be better than the Serious Organised Crime Agency SOCA. He told us that in SOCA’s last year of operation it recovered £14.9 million of assets, whereas the NCA recovered £22.5 million in its first year, with 3,229 arrests and 400

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21 Home Affairs Committee, [College of Policing](#), HC 800, Oral evidence, 9 December 2014, Qq 33-34

22 <http://www.theguardian.com/commentisfree/2014/dec/14/reform-cuts-public-risk-police-emergency-services-austerity>

23 Home Affairs Committee, [The work of the Home Secretary](#), HC 500, Oral evidence, 15 December 2014, Qq 192-193

24 Home Affairs Committee, Sixteenth Report of Session 2013–14, [Police and Crime Commissioners: progress to date](#), HC 757, Paras 24-25

convictions. However, this level of recovery was achieved with a budget of approximately £500 million.<sup>25</sup>

19. We requested further detail on the NCA's asset recovery performance, which has been provided in the tables below:

**Table 1 Breakdown of NCA Criminal Assets Recovered**

Cash forfeitures	£3.1m
Civil recovery and tax receipts	£7.7m (see Table 2 below for further detail)
Confiscation Orders enforced	£11.7m (of which £5.518m was recovered by the NCA Asset Confiscation Enforcement Team see Table 3 for further detail)
<b>Total</b>	<b>£22.5m</b>

Source: [NCA letter dated 29 October 2014](#)

**Table 2 Breakdown of Civil Recovery and Tax Receipts**

Cash	£7.129 m
UK Property	£0.566m
Luxury Watches	£0.02m
Antiques	£0.009m
Vehicles	£0.003m
<b>Total</b>	<b>£7.729m</b>

Source: [NCA letter dated 29 October 2014](#)

**Table 3 Breakdown of the £5.518m recovered by the NCA Asset Confiscation Enforcement Team**

UK Property	£4.5m
Financial Institution	£0.100m
Jewellery and Other Valuables	£0.005m
Cash	£0.019m
Vehicles	£0.020m
Overseas	£0.849m
Other (Business Interest)	£0.025m
<b>Total</b>	<b>£5.518m</b>

Source: [NCA letter dated 29 October 2014](#)

20. When the National Crime Agency was created, it was an opportunity for a new organisation to shake off the practices of its predecessor, and to show improved

performance under a new regime. We welcome the work done by Keith Bristow in leading the National Crime Agency – in particular the way he has been open and transparent with the Committee. However, we are not seeing the level of performance we would expect. The NCA, like SOCA before them, is an organisation that can claw back assets from those involved in criminal activity. However, like SOCA it is not recovering assets in sufficient volume to justify a budget of half a billion. The NCA must improve drastically in this area so that the returns achieved equate to the resources that are made available to it. Furthermore, the NCA needs to produce and make public benchmarks whereby its performance can be assessed. Parliament needs to be able to hold the NCA to account for its performance so that there is ongoing improvement.

21. The Committee did initially register concern about the Child Exploitation and Online Protection Centre (CEOP) coming under the control of this organisation, however generally the NCA has proved to be a more effective body than the other new organisations. The most significant remaining concern the Committee has is regarding the intelligence received from Toronto Police before CEOP came under the NCA upon which no action was taken. The NCA must address the backlog of abuse inquiry cases which it inherited from CEOP with the greatest of urgency.

## 3 The College of Policing in the first two years

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21. On 15 December 2011 the Home Secretary announced that she intended to establish a Police Professional Body—The College of Policing—the first of its kind in the UK. This followed from Peter Neyroud’s *Review of Police Leadership and Training*, which reported in April 2011. The mission of the Professional Body 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 fight crime more effectively.<sup>26</sup> The College of Policing was launched on 3 December 2012.<sup>27</sup>

22. In our previous report on the New Landscape of Policing, we highlighted the challenges that would face a proposed Professional Body. We concluded that there was some support for a Professional Body from within the service itself, but there did not appear to be a strong demand for one. We argued that Peter Neyroud’s proposals seemed to have been strongly influenced by the need to adjust to the phasing-out of the NPIA and redefinition of the role of ACPO, rather than the need to professionalise the police service per se.<sup>28</sup> This does not mean that the College could not ultimately become a useful part of the policing landscape, but it does mean that it will need to win hearts and minds and to convey coherently its nature and role.

23. Steve White, Chairman of the Police Federation, awarded the College marks of 8 out of 10 for effort, but only 6 out of 10 for outcomes. However, he was positive about the very strong relationship that had been formed between the College and the Federation.<sup>29</sup> Sir Hugh Orde identified a number of challenges, particularly in the way that the College was created to fill the gap created by the end of the NPIA. He added that “the opportunity to see the service recognised as a profession with an independent college ... has huge potential”.<sup>30</sup> Sir Bernard Hogan-Howe also thought the College had “done pretty well”, despite having to adapt to an overall reduction in resources from levels enjoyed by the NPIA.<sup>31</sup> We consider the College’s resources in more detail in Chapter 5.

**24. The creation of a Professional Body for policing was a great idea that could have been the Home Secretary’s legacy of her five years in office. It has a vision and purpose, and has delivered good work on guidance and standards. However, the foundations on which the College of Policing was built were not as firm as they should have been. For example, the Chair did not have the opportunity to appoint the Board, which has since had to be reconstituted, and the College has not been able to communicate directly with**

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26 [HC Deb, 15 Dec 2011, Column 126WS](#)

27 <http://college.pressofficeadmin.com/component/content/article/46-college-updates/571>

28 Home Affairs Committee, Fourteenth Report of Session 2010–12, [New Landscape of Policing](#), HC 939, Para 106

29 Q 76

30 Qq 7-9

31 Home Affairs Committee, [Regulation of Investigatory Powers Act 2000](#), HC 711, Oral evidence, 11 November 2014, Qq 171-178

**its members. As a consequence of having to overcome these initial hurdles, the College is not achieving the outcomes that it should be. There is much to be done for the College to become the type of institution that we originally hoped it would be, however it does look like it will have the most lasting effect of all these new organisations.**

## Recognition of the College

25. Through the course of our evidence gathering, it became apparent that the College has not yet established itself with police officers. We heard that Bramshill, the former Police Staff College, had had a strong international brand.<sup>32</sup> However, the College did not yet have the same level of recognition, as the Police Federation told us, “the vast majority of officers have seen the College of Policing logo, when they have been doing some kind of branded training; but in terms of the concept of what the College wants to become, that has not been sold to the membership”. They acknowledged that the College was working to a challenging timetable, and that it was bound to take some time to build its reputation.<sup>33</sup>

26. Alex Marshall, Chief Executive of the College, acknowledged that building brand identity among officers was a challenge, but pointed to the fact that 60,000 people in policing had joined the College’s online knowledge area, more than 300,000 people had registered for its online learning, and between 8,000 and 10,000 people a month received its newsletter.<sup>34</sup> Professor Dame Shirley Pearce, Chair of the College, explained that currently the College could not communicate directly with its members, and had to do so through the forces, which was “a bit of a handicap”.<sup>35</sup> The membership system, which will be launched in April 2015, should address this problem.<sup>36</sup> The College is also making efforts to engage directly with members of the public, through public consultation on its policies.<sup>37</sup>

**27. It is absurd that the College could have been created as a professional body without direct access to its potential members. For the past two years, to communicate directly with those working in policing, such as sending them the first professional Code of Ethics, has required the permission and co-operation of police forces. It is therefore no surprise that police members are not aware of the College. From April there will be a membership platform which will allow the College to initiate a direct line of contact with members. The College must now grasp this opportunity to engage directly with frontline officers.**

## The Board of the College

28. The Board of the College of Policing is led by an independent Chair. The directors include five police officers nominated by staff associations, plus the College’s Chief Executive who also holds the rank of Chief Constable. The current membership of the Board is as follows:

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32 Q 8

33 Q 75-76

34 Q 141

35 Q 167

36 Q 141

37 Q 167-168

COLLEGE OF POLICE BOARD	
Independent Chair	Professor Dame Shirley Pearce
The Chief Executive of the College	Alex Marshall
Three chief constables	Sir Peter Fahy, Chief Constable of Greater Manchester Police Sir Hugh Orde, President of ACPO Sara Thornton, Chief Constable of Thames Valley Police (and Chair-designate of the NPCC)
Member nominated by the Police Superintendents' Association of England and Wales	Chief Superintendent Irene Curtis, Lancashire Constabulary, President of the Superintendents' Association
Member nominated by the Police Federation of England and Wales	Sgt Julia Lawrence, Derbyshire Constabulary, Sergeants' Women's Reserve National Representative
Two Police and Crime Commissioners and the chair of a police authority nominated by ACPO	Ann Barnes, Kent Police and Crime Commissioner Katy Bourne, Sussex Police and Crime Commissioner Millie Banerjee, Chair of the British Transport Police Authority
Three other independent persons appointed by the Home Secretary	Louise Casey CB, Director General of the Troubled Families, DCLG Sir Denis O'Connor, former HM Chief Inspector of Constabulary Professor Lawrence Sherman, Cambridge University
Appointed member	Robin Wilkinson, Human Resources Director, Metropolitan Police Service

29. During our inquiry into *Leadership and standards in the police*, we received evidence on the composition of the Board, and the way it was appointed. We were told by the Police Federation that it was unreasonable that majority of police officers in the federated ranks would be represented by only one seat on the Board.<sup>38</sup> We also queried why the Metropolitan Police Commissioner, who is responsible for almost a quarter of British police officers and is the highest ranking officer in the land, was not on the Board. In that report we recommended that, after the College had been running for a year, the Chair should be given the opportunity to reappoint the board, with the discretion to appoint additional members. We also noted that there was only one person from an ethnic minority on the board; a reappointment process might provide a chance to address this issue.<sup>39</sup>

30. The College accepted our conclusion, and in its response to the Report confirmed that a review of the effectiveness of the Board would be conducted within the 2013–14 business year.<sup>40</sup> The Government response also highlighted how important it would be to keep the

38 Home Affairs Committee, Third Report of Session 2013–14, [Leadership and standards in the police](#), HC 67-I, Para 15

39 Home Affairs Committee, Third Report of Session 2013–14, [Leadership and standards in the police](#), HC 67-I, Para 23

40 Home Affairs Committee, Second Special Report of Session 2013–14, [Leadership and standards in the police: College of Policing Response to the Committee's Third Report of Session 2013–14](#), HC 770, p 3

composition of the Board under review. However it emphasised that the board’s directors were not appointed to represent the views of a particular constituency within policing.<sup>41</sup>

31. Sir Hugh Orde, President of ACPO and a member of the Board, echoed the sentiments expressed in the Government response, saying that the Board should not be “a group of people with their own interests”. He also said that, with a membership of 15, the Board was too big. He emphasised the importance of non-executive directors, and drawing in expertise—particularly financial expertise—from outside the world of policing. The policing profession should be represented, but in smaller numbers.<sup>42</sup> Sir Hugh argued that, while the Board should set the College’s strategic direction, the College’s Professional Committee, consisting of the heads of national policing business areas and representatives from across policing, should be “where the real work of policing goes on”.<sup>43</sup> The Police Federation agreed with Sir Hugh’s latter point.<sup>44</sup>

32. Professor Dame Shirley Pearce said that the two main findings of the review of the Board’s effectiveness had supported the arguments put forward by Sir Hugh: that many Board members felt a tension between their role as directors of the College and their representatives for the organisations from where they were appointed, and that Board was too big.<sup>45</sup> The Board does not have the power to vary its size, so it has sought approval from the Home Secretary to do so. The proposal is that the Board be reduced from 15 to 11, with the number of Police and Crime Commissioners and of ACPO members each being reduced from three to one. This would mean that all the representative parts of policing would have one member on the Board.

33. Unfortunately, Dame Shirley was not able to report any progress in improving the ethnic diversity on the board, which still only has one member from an ethnic minority. She hoped that the forthcoming advertisement for another independent, non-executive director might present an opportunity to address this. She was also seeking to fill gaps in expertise with individuals with a knowledge of legal matters, of education, and of the operation of professional bodies.<sup>46</sup>

**34. We are glad that the College accepted our previous recommendation and has reviewed the constitution of its Board. We recommend that the Home Secretary act quickly to implement the Board’s proposals for a change in its composition. We hope that this will engender a more collegiate working atmosphere, and alleviate the tension between the Board members’ roles as directors, and as representativeness of the organisations that nominated them. However, we remain of the view that the Metropolitan Police Commissioner, as the highest ranking officer in the land and the person responsible for almost a quarter of British police officers, should also be a member of the Board.**

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41 [Government response to Leadership and standards in the police](#), Cm 8759, Pp 3-4

42 Qq 10–20

43 Q 19

44 Q 77

45 Qq 135-137

46 Qq 136-140

35. The ethnic composition of the Board is lamentable, and no progress has been made. Policing organisations must recognise that true representation of the communities they serve is critical for public acceptance, and the contribution of knowledge of communities and different mind-sets can bring real operational advantages as well as everyday improvements in relations with the public. The College of Policing, as the newly created flagship professional body, should have been setting an example to all other police organisations. . We urge the College to seize the opportunity provided by the appointment of a new independent non-executive director to address this. In addition, whenever a position becomes available on the Board, the College must make appointments that allow its composition to reflect the population as a whole, as should be the case in all public bodies.

### Guidance and standards

36. In their response to our report, *Leadership and standards in the police*, the College of Policing set out their fundamental role in setting guidance and standards:

The College of Policing is responsible for issuing guidance ... The College will have a powerful mandate to set standards of professional practice, issue Codes of Practice with the approval of the Home Secretary and propose changes to Regulations. ... We will develop an evidence base to support standards, seek national agreement from all parties in policing when setting them and expect all forces to have due regard to them.<sup>47</sup>

37. In a letter to the Committee following his evidence session, however, Alex Marshall informed us that:

There is an inherent tension between the College's role in setting national standards in policing and the variation created by 43 independent local forces in England and Wales, and an additional number of non-geographical forces.<sup>48</sup>

38. The Home Secretary noted the progress made in this area when she gave a speech to the College of Policing Conference in October:

You are providing training and guidance on important and sensitive areas such as child sexual exploitation and domestic violence. You have established Authorised Professional Practice on important policing areas, helping to cut down on excessive guidance, bringing consistency and encouraging the use of professional discretion. And you are building an evidence base of what works so that in future police practice is always based on evidence, and not habit.<sup>49</sup>

As an example, she referred to guidance “to bring consistency, transparency and rigour to the way in which pre-charge bail is used in criminal investigations”. We have also heard how the College has worked very closely with Chief Constable Lynne Owens QPM of

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47 Home Affairs Committee, Second Special Report of Session 2013–14, [Leadership and standards in the police: College of Policing Response to the Committee's Third Report of Session 2013–14](#), HC 770, p 6

48 [College of Policing written evidence](#)

49 <https://www.gov.uk/government/speeches/home-secretarys-college-of-policing-speech>

Surrey Police, the national policing lead on out-of-court disposals, to provide clarity to the police guidance in that area.<sup>50</sup>

39. All the College's Authorised Professional Practice (APP) is directly accessible online to those working in policing and, when operationally appropriate, to the public.<sup>51</sup> The College has set an aim of reviewing all standards and guidance over the next five years. It is against these standards that Her Majesty's Inspectorate of Constabulary will inspect the performance of forces, and the College is working with HMIC to ensure that the setting of standards and their monitoring are brought as closely together as possible.<sup>52</sup>

## Training

40. The College has sought a mix of training procurement, using outside providers to deliver training across the police service, and in-house training for the most sensitive and specialist topics.<sup>53</sup> Alex Marshall pointed out that the College's role was not to deliver training. It sets the curriculum and educational requirements and, in some cases (such as domestic abuse), it identified training outcomes.<sup>54</sup> On-line training is mostly delivered through the National Centre for Applied Learning Technologies (NCALT), which has been absorbed into the College.<sup>55</sup>

41. The Police Federation, while praising the quality of the work being produced, was nevertheless concerned that officers did not have time to do the training that was available to them.<sup>56</sup> A particular concern was that the replacement of face-to-face training by on-line packages led to a reduction in the number of staff training days, so officers had less time for learning and development. Though the quality of on-line training resources was good, the Federation argued that face-to-face training had other benefits, such as interaction within the learning group.<sup>57</sup> Kevin Hurley, Police and Crime Commissioner for Surrey, also told us that the time available for basic training had reduced, from 14 weeks to four weeks in the case of a detective constable in the Metropolitan police.<sup>58</sup>

**42. We recognise that on-line training often represents better value for money than face-to-face sessions and acknowledge the widespread praise for the quality of the College's on-line materials. However, it is important to ensure that officers still have time to complete the necessary training during paid, working hours and we recommend that, if on-line training is to become the norm, then some national agreement should be reached between the College, forces and the staff associations about the annual amount of rostered time that officers can expect to be available for**

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50 Home Affairs Committee, [Out of Court Disposals](#), HC 799, Oral evidence, 6 January 2015, Q 61

51 APP is the body of consolidated guidance for policing. It is the official and most up-to-date source of policing practice. APP covers a range of policing activities, such as police use of firearms, treatment of people in custody, investigation of child abuse and management of intelligence.

52 [College of Policing written evidence](#)

53 Home Affairs Committee, Third Report of Session 2013–14, [Leadership and standards in the police](#), HC 67-I, Para 17

54 Q 148

55 Q 159

56 Q 79

57 Qq 97-99

58 Home Affairs Committee, [Police Information Notices](#), HC 901, Oral evidence, 13 January 2015, Q 86

learning and development. The lack of face-to-face training will leave officers ill-equipped to deal with a growing and persistent threat, particularly with regard to their ability to engage with communities.

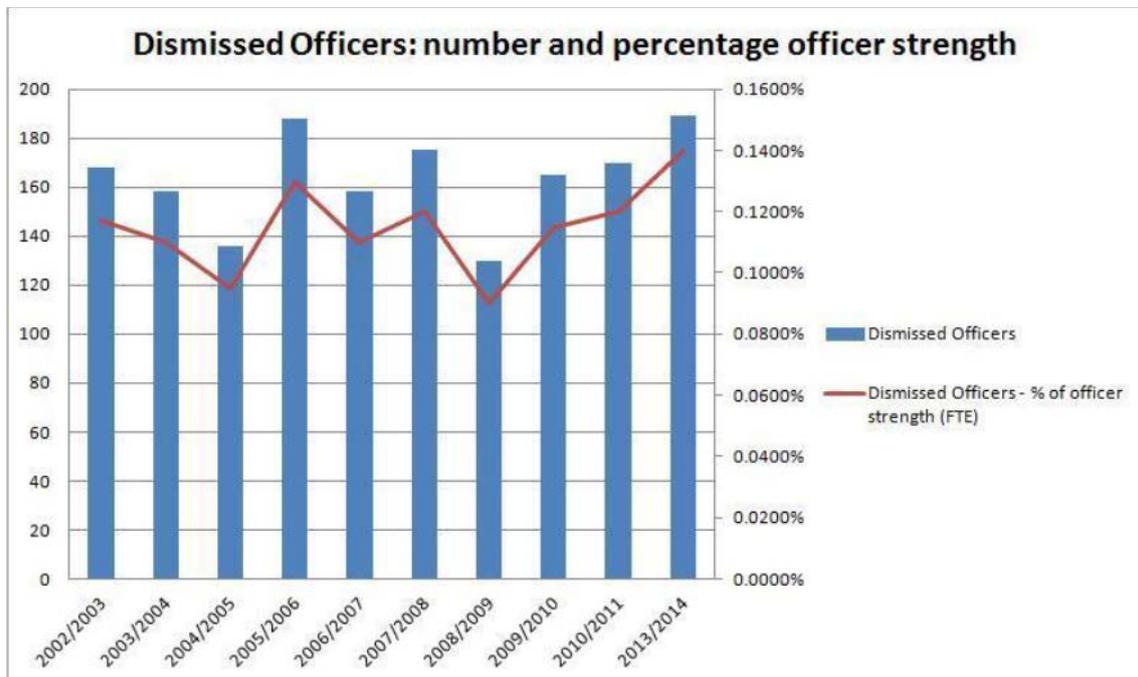
43. The College, and forces, should not lose sight of the value of face-to-face training in groups. Interpersonal skills are paramount in policing and officers regularly have to deal with highly challenging situations where they rely entirely on their people skills. These are not skills than can easily be developed online.

## 4 Code of Ethics

44. The Policing Code of Ethics, which was laid before Parliament in July 2014, is the written guide to the principles that every member of the policing profession of England and Wales is expected to uphold and the standards of behaviour they are expected to meet. It applies to more than 220,000 officers, police staff, contractors and volunteers working in policing. It sets out the standards of behaviour that the public can expect from officers and staff at every role and at every level and will help guide decision making. As Alex Marshall told us, “a code of ethics or conduct is used in all the serious professions”. The Code brings policing into line with other trusted professions that have such codes, such as medicine and the law.<sup>59</sup> Dame Shirley thought that the Code would give officers greater confidence to use their judgement on the front-line, and to challenge inappropriate behaviour, “particularly upwards”.<sup>60</sup>

45. The College also maintains the “Disapproved Register” of all officers who have resigned whilst facing gross misconduct charges or been dismissed for gross misconduct, to ensure that they should not be re-employed.<sup>61</sup> Figure 2, below, shows the number of officers dismissed in each year since 2002–03 which, it will be noted, has amounted in each year to fewer than 1.5 officers per 1,000.

Figure 2: Dismissed Officers



Source: [An Independent Review of the Police Disciplinary System in England and Wales](#)

46. Whereas the Code is maintained by the College, arrangements for disciplining (or deciding whether or not to discipline) officers who break the Code rest with individual

59 <http://college.pressofficeadmin.com/component/content/article/45-press-releases/766>

60 Qq 160-166

61 [College of Policing written evidence](#)

forces. The Police Service of Northern Ireland first introduced a Code of Ethics in 2003, under the Police (Northern Ireland) Act 2000. Sir Hugh Orde, who was Chief Constable of the PSNI at the time, told us that it was a requirement of the Northern Ireland Code that any allegation of conduct which could, if proved, constitute a breach of the Code had to be investigated. He also explained that in the PSNI every officer had two days' training on the code, and were then handed their own copy which they signed.<sup>62</sup>

47. Dame Shirley explained that the College's attitude was rather different. The Code was "a set of principles that help to guide [officers'] behaviour" and a degree of latitude was required so that people could use the code to learn "without their feeling that a ton of bricks will come down on them" if they made a mistake. Only when sufficient deviation from the principles in the Code was alleged should misconduct proceedings come into play. Dame Shirley concluded that

All the evidence ... shows that codes of ethics work well where they are continually referred to and used, where they are the discussion around the water cooler.<sup>63</sup>

**48. We welcome the introduction of the Policing Code of Ethics, which must now be embedded across the country. We recommend that the policing principles set out in the Code are integrated into the training outcomes it sets, so that they are underpinned repeatedly over the course of a police officer's career. The Code of Ethics needs to be in the DNA of police officers, so a policing Hippocratic Oath is required. We recommend that everybody who is bound by the Code should be required to acknowledge it formally by signing a copy of the Code and swearing an oath to the Queen. For new police constables, a reference to the Code could be incorporated into the declaration they make when they are attested (though this would require a change to the law).**

**49. We recommend that the Code of Ethics also incorporate the disciplinary code. It has been argued that if someone breaks the Code of Ethics, they will also have broken a separate disciplinary measure; we believe that this link should be explicit. We recommend that the College of Policing follows the example of the Police Service of Northern Ireland and incorporates the policing discipline code into the Code of Ethics, so that if it is breached this automatically triggers an investigation.**

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62 Qq 45-52

63 Qq 160-166

## 5 Resources

50. We have previously argued that the proposed budget for the College means that it seems unlikely to be able to sustain its operations without payment for membership, or some other alternative source of funding.<sup>64</sup> The Government shares this view, believing that the College “should be less reliant on central government for the majority of its income in the future” and that it will need to seek new opportunities to raise income and take steps to reduce its costs.<sup>65</sup>

51. In its written evidence to the Committee, the College set out its funding and budgets for the financial years 2013/14 to 2015/16. Total grant-in-aid income will fall from £51.2 million in 2013/14 to £45.0 million in 2015/16, while overall spending is projected to remain relatively flat. The shortfall will be made up by other income sources.

**Table 1: College of Policing Budget**

	2013/14 £m	2014/15 £m	2015/16 £m
Staffing Costs	40.6	44.7	47.2
Travel & Subsistence	3.5	3.3	3.2
Consultancy	0.5	0.4	0.4
Estate Costs	17.9	14.9	12.1
IT Costs	1.7	3.0	2.4
Depreciation	2.2	2.1	2.7
Grants	3.5	0.7	0.7
Other Costs	4.0	5.4	4.5
<b>Total Expenditure</b>	<b>73.9</b>	<b>74.5</b>	<b>73.2</b>
<i>Funded by:</i>			
Income/Recovery	22.7	26.9	28.2
Grant In Aid	51.2	47.5	45.0

*Notes: Both 2014/15 and 2015/16 exclude Fast Track Direct Entry. Although this was originally included as a budgetary delegation from Home Office in 2014/15, the Home Office is rethinking this treatment and is likely to move to a position in which it retains the budget within the Home Office and reimburses the College for expenditure undertaken.*

*No firm indication has yet been received from Home Office regarding funding levels for 2015/16. The table shows an estimate of what the position might look like with a reduction of Grant in Aid of circa 5%.*

64 Home Affairs Committee, Third Report of Session 2013–14, [Leadership and standards in the police](#), HC 67-I, Paras 19–21

65 [Government response to Leadership and standards in the police](#), Cm 8759, Pp 3–4

*The 2015/16 estimate reflects reduced IT costs following the 2014/15 IT refresh; Reduced Estate costs following Bramshill, Harrogate and Wyboston moves; and an increase in depreciation costs resulting from capital spend on Atlas, smaller IT projects and Estate work required to achieve increased leverage from a reduced Estate.*

Source: [College of Policing evidence](#)

52. Our witnesses all highlighted the College’s funding in their evidence.<sup>66</sup> Sir Bernard Hogan-Howe thought that the College of Policing would struggle with its resources, remarking that he “[didn’t] envy them the task in the scale of it and the resourcing they have”.<sup>67</sup> Professor Dame Shirley Pearce told us that the College’s funding would be reduced, like every other public body, for the foreseeable future. However, she said she was “satisfied that in the near future we can manage with the resources that we have” and explained that the College was also looking to supplement their income through commercial activities.<sup>68</sup>

## Independence

53. The arrangements for resourcing and funding of the College are a major factor in it establishing itself as an independent body. In our *Leadership and standards in the police* report, we concluded that the College, which is at the moment a company limited by guarantee, should be granted a Royal Charter “so that policing is put on the same footing as the other great professions”.<sup>69</sup> The College is working to establish its credentials as an independent body, to develop its voice in public debate and reduce its dependence on grant-in-aid from the government. However, in order to seek chartered status it needs to raise more than 50% of its income from sources other than grant-in-aid. Currently, grant-in-aid amounts to approximately 70% of income. In its response to our report, the College stated that it was developing a business plan and commercial strategy that would enable it to achieve the degree of financial independence required to attain chartered status.<sup>70</sup>

54. Alex Marshall told the Committee that, although the College was making progress towards this objective, but, until that happened, the Home Secretary would inevitably have some involvement in the operation of the College, as an arm’s-length body. However, he pointed to examples of the College’s independence, such as the absence of any Home Office representation on the Board or on the Professional Committee.<sup>71</sup>

## Additional income from international training

55. One area where the College of Policing could benefit from an additional revenue stream is through training overseas police forces. On several overseas visits during this Parliament—to Qatar, the United Arab Emirates, Colombia and Kenya—we have noted the involvement of the British police in training local forces, close working relationships

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66 Qq 38–39 and 96

67 Home Affairs Committee, [Regulation of Investigatory Powers Act 2000](#), HC 711, Oral evidence, 11 November 2014, Qq 231–233

68 Qq 175–178

69 Home Affairs Committee, Third Report of Session 2013–14, [Leadership and standards in the police](#), HC 67-I, Para 127

70 Home Affairs Committee, Second Special Report of Session 2013–14, [Leadership and standards in the police: College of Policing Response to the Committee’s Third Report of Session 2013–14](#), HC 770, p 10

71 Qq 133–134

with the Serious Organised Crime Agency, and the international recognition of British Policing as a world-class brand.<sup>72</sup> The Government thinks that the College should “seek to broaden business opportunities in both new and existing markets in the UK and overseas” which might include delivering training internationally; however, this should take into account the human rights records of the countries involved. This would also enhance the positive national and international reputation already enjoyed by the College.<sup>73</sup> The College has started to expand into this area, working, Alex Marshall told us, with “a long list of countries”.<sup>74</sup> The College also maintains a pool of associates consisting of retired and serving Police Officers with appropriate skills and experience, who provide this training on a contractual basis.<sup>75</sup>

## Membership fees

56. Opinion is divided on the desirability of the College charging a membership fee.<sup>76</sup> The Government, in its response to our earlier report, referred to the practice of professional bodies that are financed through membership fees, but emphasised that this should be a matter for the College Board to decide.<sup>77</sup> The College responded that there were no plans to charge compulsory membership fees, but that all forms of membership, including voluntary subscriptions, would be explored.<sup>78</sup> The College has since announced that, for the next three years, basic membership will be free of charge. The Police Federation was firmly opposed to compulsory membership fees and Sir Hugh Orde thought that members would need to see the value of subscribing before they were willing to pay.<sup>79</sup>

57. The College has told us that, when its membership service is launched in April 2015, standard membership will be free of charge. This will provide police officers with access to services that are required to fulfil their professional role within policing. A consultation is currently underway about the services that might be included as part of an optional premium membership. This might include mentoring, news feeds, careers advice, member discounts and advanced professional development beyond the core curriculum.<sup>80</sup>

58. Dame Shirley said that it was reasonable to charge people for services that benefit them for their personal career development, and other member services that are not central to their delivering their role. Alex Marshall added that “many people in policing are willing to

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72 Home Affairs Committee, Third Report of Session 2013–14, [Leadership and standards in the police](#), HC 67-I, Paras 19–21

73 [Government response to Leadership and standards in the police](#), Cm 8759, Pp 3–4

74 Qq 175–178. Specifically, the College works in: all EU and EEA states through CEPOL (the European Police College); Afghanistan; Australia; Bahrain; Bermuda; Bosnia; Brunei Darussalam; China; Ecuador; Germany; Ghana; India; Indonesia; Kenya; Kuwait; Kyrgyzstan; Libya; Malaysia; Mexico; Netherlands; New Zealand; Norway; Oman; Qatar; Rwanda; Saudi Arabia; Serbia; Sierra Leone; Somalia; St. Kitts and Nevis; Sweden; Tanzania; Thailand; Trinidad; Uganda; United States; United Arab Emirates: Abu Dhabi; United Arab Emirates: Dubai.

75 Home Affairs Committee, Second Special Report of Session 2013–14, [Leadership and standards in the police: College of Policing Response to the Committee’s Third Report of Session 2013–14](#), HC 770, P 2

76 Home Affairs Committee, Third Report of Session 2013–14, [Leadership and standards in the police](#), HC 67-I, Para 16

77 [Government response to Leadership and standards in the police](#), Cm 8759, Pp 3–4

78 Home Affairs Committee, Second Special Report of Session 2013–14, [Leadership and standards in the police: College of Policing Response to the Committee’s Third Report of Session 2013–14](#), HC 770, Pp 2–3

79 Qq 53 and 110–112

80 [College of Policing written evidence](#)

pay for other services—for example, if they are going for a promotion, they might go to a private company that provides services around that—and we will make a premium package available for people who want to pay”.<sup>81</sup>

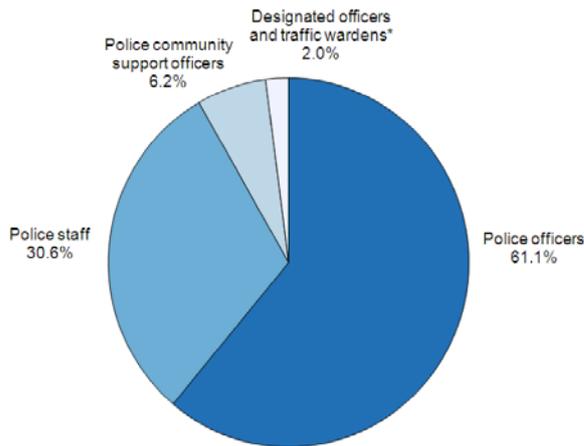
**59. We welcome the work that the College of Policing has undertaken to generate income other than from taxpayers’ money. During our visits overseas, we have met former UK police officers who provide training to international forces. The brand of British policing is regarded as the best in the world, and we welcome the work the College have done internationally to promote British policing and enhance this reputation. However, their projected budget suggests that growth in income generation is going to slow. If the College wants to attain chartered status and become independent it must do more to find additional sources of income.**

**60. One additional source of income will be the premium membership package. We agree with the position taken by the College in distinguishing between services that should be free and those that should be charged for. It is right that where police officers require a service to fulfil their role, they should not be charged for this. However, if it is a service that will benefit their personal career development, then a charge is reasonable. We further welcome the fact that standard membership will be provided at no cost to police officers for a minimum of three years and for as long as it is possible to do so.**

## 6 Role in recruitment to the profession

61. On 31 March 2014, some 209,362 were employed by the 43 police forces of England and Wales. This was comprised of 127,909 police officers, 64,097 police staff, 13,066 police community support officers (PCSOs), and 17,789 special constables. There were 6,715 minority ethnic police officers, who constituted 5.2% of the police officer total.

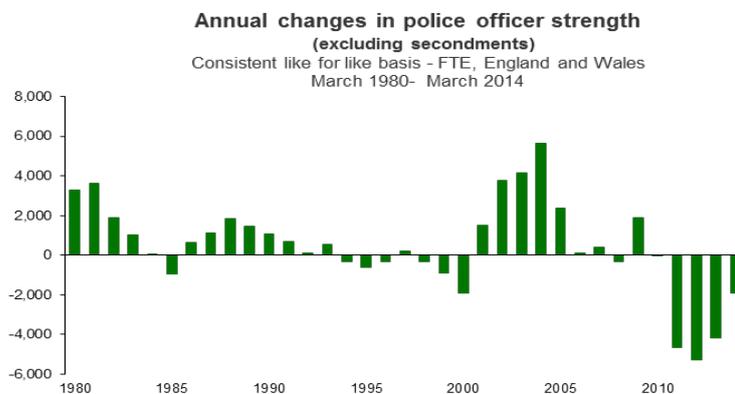
**Figure 3: Police workforce, England and Wales, 31 March 2014**



Source: *An Independent Review of the Police Disciplinary System in England and Wales*

Officer numbers rose from the previous year in 10 forces and fell in 33 forces. As figure 4 shows, overall police officer strength is falling, but at a slower rate than in previous years. The Metropolitan Police had the most officers (24.2%). The eight metropolitan forces (City of London, Greater Manchester, Merseyside, Metropolitan Police, Northumbria, South Yorkshire, West Midlands and West Yorkshire) comprised 47.8% of all officers.<sup>82</sup>

**Figure 4: Annual changes in police officer strength**

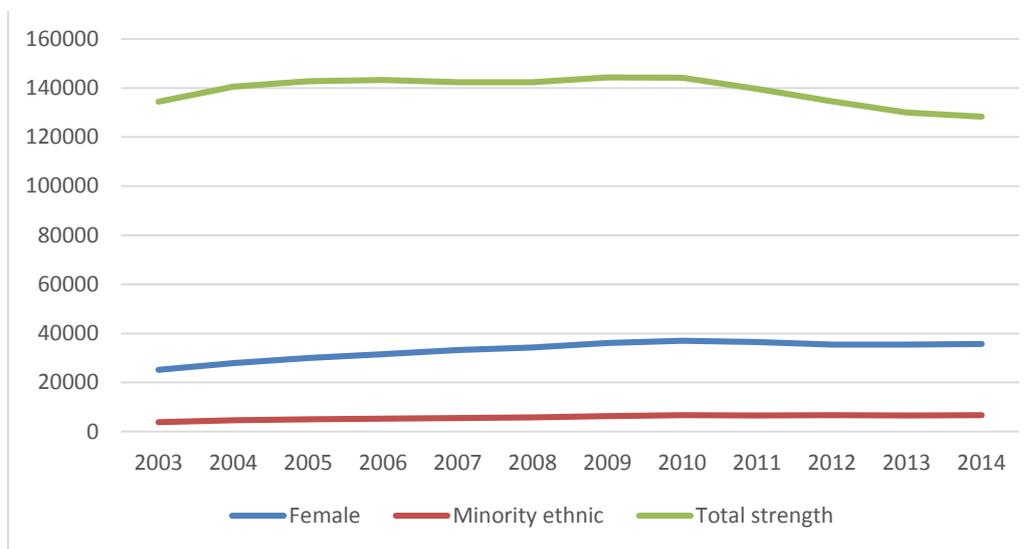


Source: *Police numbers: Social Indicators page - Commons Library Standard Note, SN/SG/2615*

62. The College of Policing has a key role to play in recruitment to the police. It runs both the Direct Entry (Superintendent) Programme and the graduate Fast-Track Programme, which are intended to ensure that the senior ranks of policing are opened up to outside talent and that talented people are promoted quickly.<sup>83</sup> The College’s Five-Year Strategy includes a commitment to “support forces to address under-representation of black and minority ethnic communities within policing, drawing together evidence of what works in positive action and community-based approaches to recruitment”.<sup>84</sup>

63. However, there is much more to be achieved in this area. As figure 5 shows, the trend over the past 5 years has not shown much improvement in terms of recruiting women or BME police officers. Senior officers have consistently pointed out to us that the reduction in total strength has been an obstacle to improving minority representation.

**Figure 5: Police officer strength, 31 March 2014**



Source: Home Office Statistical Bulletin, Police Service Strength, England & Wales

Alex Marshall told us that the College’s own 88 staff were 50% female and 10% BME, although the senior management team of five people included only one woman and nobody from an ethnic minority. He added that, through the BME Progression 2018 Programme, work was being undertaken to examine how the look of senior leadership in policing could be fundamentally changed:

[This] work is important in that it reaches down into policing and looks at people who are currently sergeants, inspectors and chief inspectors, and how we develop them. ... We are already seeing many of those people being promoted on merit, and we think that that looks positive for the future.<sup>85</sup>

83 <https://www.gov.uk/government/speeches/home-secretarys-college-of-policing-speech>

84 [http://www.college.police.uk/en/docs/Five-Year\\_Strategy.pdf](http://www.college.police.uk/en/docs/Five-Year_Strategy.pdf)

85 Qq 185-187

## Vetting Code of Practice

64. In November 2014, press reports suggested that some forces were considering relaxing the rules on the recruitment of police officers with prior criminal convictions in order to improve diversity, and that the Metropolitan Police had already done so. The College has confirmed that it is reviewing the national standards around vetting as the current vetting standards are creating barriers to people who might be interested in policing. The latest guidance on this subject, which was issued by the National Police Improvement Agency in 2011, states that

Police forces should not recruit those with cautions or convictions, which may call into question the integrity of the applicant or the Police Service. Each case should be dealt with on its own individual merits.<sup>86</sup>

65. The Police Federation told us that they were opposed to relaxing the standards.<sup>87</sup> Sir Hugh Orde suggested that, if anybody in the evidential chain had a previous conviction, that would have to be disclosed to the defence, through the CPS, if that person was involved in a prosecution and could then be used to undermine their credibility.

66. We raised these concerns with the College, who said that they were aware of the action by the Metropolitan Police, but that the College of Policing were not relaxing vetting standards. Alex Marshall confirmed that the Metropolitan Police had adopted some flexibility with respect to the vetting standards, but told us that “the basic rule is that any conviction at all means you cannot get in. ... We do not intend to change it”.<sup>88</sup>

**67. We welcome the clarification from the College of Policing that individuals with a criminal conviction cannot become police officers, and that the rules are not changing. Those who join the police should be beyond reproach, and standards must be kept at the highest level to maintain, and improve public confidence.**

## Fast Track and Direct Entry Programmes

68. Following a public consultation on direct entry to policing, the Government asked the College of Policing to develop two new talent management programmes: a Fast Track (Constable to Inspector) Programme and a Direct Entry (Superintendent) Programme. These new programmes will enable a wider pool of talent to enter the police service, as well as rapidly promoting the very best talent from within the service. It is intended that they will attract individuals with new perspectives and diverse backgrounds to support the continuous development of policing.<sup>89</sup>

69. On 17 November, The Guardian reported on the opening for applications for the second fast track programme. In the first cohort, of the 1,849 people who applied, 105 went through to the national assessment centre and only 43 were recommended for the

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86 [Police Officer Recruitment: Eligibility criteria for the role of police constable](#), National Policing Improvement Agency Circular NPIA 02/2011 (1 March 2011)

87 Qq 63-66

88 Qq 179-181

89 <http://www.college.police.uk/en/talent.htm>

programme, despite there being vacancies for up to 83 candidates. The programme lead, Chief Superintendent Nicola Dale said:

“The bar is set high ... We are assessing their potential for superintendent. We are looking for the future leaders of policing. We don't want people to be coming through unless they are the right sort of calibre and have the right personality to do the role”.<sup>90</sup>

70. Sir Hugh Orde had previously expressed concern over the direct entry scheme, and had been quoted as having concerns over “people on work experience taking high-risk decisions”. He told us 888 people had applied, of whom 46 attended an extended interview process run by the College. Of these, 13 were recommended to forces. Sir Hugh told us that they were “certainly very enthusiastic, keen and able people”, and that the College's role was to make sure they were fully trained and brought up to speed as quickly as possible.<sup>91</sup>

**71. We acknowledge the concerns raised by Sir Hugh Orde with regard to the direct entry scheme. However, the figures we have seen shows that only 1.5% of applicants to the direct entry programme, and 2.3% of applicants to the fast track programme have been successful. This suggests that there is a high bar to entry, whereby only the very best talent will be able to achieve this rapid promotion.**

## Certificate in Knowledge of Policing

72. 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, together with Skills for Justice, the Sector Skills Council. There is no national requirement for candidates to achieve the Certificate in Knowledge of Policing before they can apply to become police officers, though some forces have introduced this requirement locally, including the Metropolitan Police Service. The cost of obtaining the Certificate currently varies between £750 and £1000 per candidate.<sup>92</sup> We have previously recommended that the cost to the candidate should be reduced to a maximum of £500, to be defrayed across the first year of service. Means-tested support should be in place to ensure that the best candidates are not lost because of financial barriers.<sup>93</sup> Chief Constable Lynne Owens, QPM, Surrey Police believed that the Certificate could be a barrier to entry,<sup>94</sup> whilst Chief Constable Sara Thornton, QPM, Thames Valley Police, explained that her force were starting a pilot with Bucks New University where the force would pay bursaries for BME candidates. Thames Valley police were also pursuing a similar arrangement with Brookes University.<sup>95</sup>

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90 <http://www.theguardian.com/public-leaders-network/2014/nov/17/how-to-join-the-police-service-fast-track-programme>

91 Qq 63-64

92 Home Affairs Committee, Third Report of Session 2013–14, [Leadership and standards in the police](#), HC 67-I, Paras 32-33

93 Home Affairs Committee, Third Report of Session 2013–14, [Leadership and standards in the police](#), HC 67-I, Paras 98 and 111

94 Home Affairs Committee, [Out of Court Disposals](#), HC 799, Oral evidence, 6 January 2015, Q 77

95 Home Affairs Committee, [Police Information Notices](#), HC 901, Oral evidence, 13 January 2015, Q 1

73. There are also concerns about the certificate, and how providers deliver training. We have heard of one company who provide the certificate online, for whom there is a 100% success rate, because if someone looks as if they are going to fail, it offers assistance.<sup>96</sup> The College told us that it was evaluating the delivery of the certificate, including equality impact assessment monitoring, analysis of different delivering models (classroom learning, online), and processes for the licensing and approval of providers. The review will include visits to providers and run from January to March 2015, with reporting scheduled for the end of March.<sup>97</sup>

**74. We remain of the view that cost of obtaining the Certificate in Knowledge of Policing, which in some police force areas is a pre-entry requirement, is putting off talented and diverse recruits. This type of pre-recruitment qualification, which may be prohibitively expensive for some candidates, may stifle diversity. Means-tested support, such the bursary arrangements set up by Chief Constable Sara Thornton, QPM, between Thames Valley Police and local universities, should be in place to ensure that the best candidates are not lost because of financial barriers.**

**75. We are concerned about the standards that are set by the providers of the Certificate. It cannot be right that one provider has a 100% success rate for the qualification. The Certificate has the potential to deliver a new set of standards for recruits, but to do so it needs to be a trusted qualification. We welcome the College's decision to commence a full implementation review of the Certificate, in particular with regard to the approval of providers.**

**76. Once the College's review of the Certificate in Knowledge of Policing is complete, we recommend that the College takes a stronger role in overseeing the training and awarding of this certificate. In its current disjointed state with seemingly different standards across providers, we cannot ensure that certificates provided are of the same quality throughout the UK.**

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96 Qq 148-151

97 [College of Policing written evidence](#)

## 7 A body of knowledge

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77. The creation of the College of Policing presents an opportunity to link the world’s best universities with the world’s best police service. We have previously recommended that collaborative work with universities should be overseen by the College of Policing so that could be standardised across forces, both for the benefit of national professional standards and for officers, whose qualifications should be recognised from force to force.<sup>98</sup>

78. The potential for work in this area was also highlighted by the Home Secretary during her speech at the College of Policing Conference in October:

As the College matures it will need to continue fostering links with universities and academics. It will need to constantly develop research and generate an ever better evidence base on the effectiveness of different strategies and practices for reducing crime. The projects you support and work on will also need to have a strong evaluating base so that we can improve practice over time. And I am clear that the Police Innovation Fund must go further too, to ensure that every bid is evaluated properly and its results shared with the College and other forces to learn the lessons of innovative projects.<sup>99</sup>

79. However, Sir Bernard Hogan-Howe called for a separate collective body of knowledge from which policing could develop. He argued that universities “don’t care about policing”:

You have engineering faculties and medical faculties, but nobody cares about policing. We just have the responsibility for keeping 60 million people safe. It seems to me that we need a body of knowledge in the big universities from which something like the College of Policing can then train, set standards and monitor.

He argued that UK universities should create chairs of policing and policing faculties which the College of Policing could then work with, rather than lead on.<sup>100</sup>

80. Sir Hugh Orde thought that the College should and would do more with universities through commissioning and partnership working, but that the College was “the right place for the research undertaken by officers on what works in policing”.<sup>101</sup> Professor Dame Shirley Pearce had “huge sympathy” with Sir Bernard’s proposal reflected on Sir Bernard’s idea, and said that forces and universities needed to be establishing partnerships to develop a knowledge base. The College should support that, not take its place.<sup>102</sup>

**81. The creation of the College of Policing is an opportunity to link the world’s best universities with the world’s best police service. The College should work directly with universities, and also encourage local forces to do likewise. Additionally, the key role**

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98 Home Affairs Committee, Third Report of Session 2013–14, [Leadership and standards in the police](#), HC 67-I, Paras 35–36

99 <https://www.gov.uk/government/speeches/home-secretarys-college-of-policing-speech>

100 Home Affairs Committee, [Regulation of Investigatory Powers Act 2000](#), HC 711, Oral evidence, 11 November 2014, Qq 232–233

101 Qq 17–18

102 Q153

**for the College will be to bring together the best research, the best evidence, the best experience and knowledge, and disseminate that through signposting and guidance to benefit every police officer. For some considerable time there has been an Institute of Criminology at Cambridge University whose research and findings have been widely recognised.**

## 8 The National Police Chiefs' Council

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82. In April this year, the Association of Chief Police Officers (ACPO) is to be scrapped, and a new co-ordinating body representing senior officers called the National Police Chiefs' Council will be created. Its functions will be:

- Co-ordination of national operations including defining, monitoring and testing force contributions to the Strategic Policing Requirement.
- Command of counter terrorism operations and delivery of counter terrorist policing through the national network as set out in the S22A agreement.
- Co-ordination of the national police response to national emergencies and the mobilisation of resources across force borders and internationally.
- National operational implementation of standards and policy as set by the College of Policing and Government.
- Working with the College, development of joint national approaches on criminal justice, value for money, service transformation, information management, performance management and technology.
- Working with the College (where appropriate), development of joint national approaches to staff and human resource issues (including misconduct and discipline) in line with Chief Constables' responsibilities as employers.

It is intended that the new National Police Chiefs' Council will “help police cut crime and keep the public safe, by joining up the operational response to the most serious and strategic threats”. It will be hosted by—but be independent of—the Metropolitan Police.<sup>103</sup> On 1 December, ACPO announced that Chief Constable Sara Thornton of Thames Valley Police had been appointed as Chair of the Council.

83. As one of the final jigsaw pieces that make up the New Landscape of Policing, we asked our witnesses what they thought the NPCC would offer. Sir Hugh highlighted that the NPCC would differ from ACPO in that it would not be a private company limited by guarantee, but would be hosted within the Met. Otherwise, he said it would be delivering exactly the same operational requirement to maintain national co-operation and the delivery of critical national services, co-ordinating policing across the 44 forces at times of crisis and in pre-planned, large operations.<sup>104</sup> The Police Federation thought the Council seemed “pretty much like ACPO under a new name”. The Federation were looking forward to continuing on their constructive relationship with ACPO under the National Police Chiefs' Council.<sup>105</sup>

84. In addition, both Sir Hugh and the Police Federation highlighted that a number of ACPO's functions have already moved to the College. Sir Hugh Orde thought that the

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<sup>103</sup> <http://news.acpo.police.uk/releases/update-on-acpo-future>

<sup>104</sup> Qq 35-37

<sup>105</sup> Qq 17-18

current professional relationship between the College and ACPO would be reproduced. He said that the strength of the landscape was that no coverage had been lost by reorganising ACPO into the NPCC. Anything relating to policy will be delivered through the Professional Committee of the College of Policing; anything that is operational will go to Council.<sup>106</sup>

**85. We welcome the creation of the National Police Chiefs' Council, and in particular the clear distinction between their function, which is to co-ordinate operational policing, and that of the College, which is responsible for policy-making and best practice. This should help to aspects of confusion in recent years when both the College of Policing and ACPO have issued guidance on the same topic.**

## 9 Conclusion

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86. Since 2010 the Home Secretary has set out an ambitious plan for the new landscape of policing, with some organisations being abolished and others created and with functions being reallocated. Her aim was to declutter the landscape and to ensure that policing was able to meet the challenges of the 21st century. We consider that she was right to embark on this journey. It is too early to say if all the changes meet this test, especially as the changes have been initiated during a period of austerity. Furthermore, it is far from clear that if we have been left with fewer organisations. We hope that it will be a priority for our successor Committee to monitor and evaluate this development.

## Annex A: The New Landscape of Policing

AGENCY	FUNCTION	FATE
<b>Serious Organised Crime Agency</b> (formally abolished – 7 October 2013)	Organised crime prevention and detection	<b>National Crime Agency</b> (Organised Crime Command; Economic Crime Command)
<b>National Policing Improvement Agency</b> (As of December 2012, all operational functions transferred to the Home Office, the College of Policing and SOCA. Formally abolished – 7 October 2013)	Proceeds of Crime Centre	<b>NCA</b> (Economic Crime Command)
	Central Witness Bureau	<b>NCA</b>
	Crime Operational Support Unit	<b>NCA</b>
	Serious Crime Analysis section	<b>NCA</b> (Organised Crime Command)
	Specialist Operations Centre	<b>NCA</b>
	National Missing Persons Bureau	<b>NCA</b>
	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.	<b>Home Office</b>
	Other NPIA functions: The new National Police Air Service	<b>West Yorkshire Police</b>
	Other NPIA functions: IT	<b>Police ICT Company</b> – (not yet operating)
Other NPIA functions: professional development	<b>College of Policing</b>	
<b>Child Exploitation and Online Protection Centre</b>	Child protection	<b>NCA</b> (Child Exploitation and Online Protection Centre)
<b>UK Border Agency</b> (Closed on 31 March 2013. All responsibilities transferred to the Home Office on 1 April 2013)		<b>NCA</b> (Border Policing Command)
<b>Metropolitan Police Service functions</b>	Police Central e-Crime Unit	<b>NCA</b> – National Cyber Crime Unit
	Counter-terrorism	<b>Undecided</b> – pending a review in the next Parliament
<b>Police Negotiating Board</b>	Negotiating the hours of duty; leave; pay and allowances; the issue, use, and return of police clothing, personal equipment and accoutrements; and pensions	<b>Police Remuneration Review Body</b>
<b>Association of Chief Police Officers</b>	Co-ordinate operational policing at national levels	<b>National Police Chiefs' Council</b>
	Develop national standards and police practice	<b>College of Policing</b>

## Annex B: Police organisations' budgets – 2010-2015

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2010-11		2014-15	
<b>Serious Organised Crime Agency</b> <sup>107</sup>	£462.8m	<b>National Crime Agency</b> <sup>108</sup>	£418m Resource £46m Capital
<b>National Policing Improvement Agency</b> <sup>109</sup>	£389.1m Resource £68.1m Capital	<b>College of Policing</b> <sup>110</sup>	£51.2m Grant in Aid £22.7m income/recovery
<b>Child Exploitation and Online Protection Centre</b> <sup>111</sup>	£6.44m Grant in Aid		

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107 [HC Deb, 5 Sep 2011: Column 253W](#)

108 [HC Deb, 6 Dec 2012: Column 837W](#); [HC Deb, 5 Nov 2013: Column 117W](#); [National Crime Agency, Annual Report and Accounts, 2013-14](#), p. 112; and [National Crime Agency Annual Plan 2014/15](#), p. 16

109 [National Policing Improvement Agency, Annual Report and Accounts 2010/11](#), p. 23; [National Policing Improvement Agency, Annual Report and Accounts 2011/12](#), p. 19; [National Policing Improvement Agency, Annual Report and Accounts 2012/13](#), p. 17; and [National Policing Improvement Agency, Annual Report and Accounts, 1 April to 6 October 2013](#), p. 8

110 [College of Policing written evidence](#)

111 [Child Exploitation and Online Protection Centre, Annual Review 2010-11 & Centre Plan 2011-12](#), p. 18; [Child Exploitation and Online Protection Centre, Annual Review 2011-12 & Centre Plan 2012-13](#), p. 22; [Child Exploitation and Online Protection Centre, Annual Review 2011-12 & Centre Plan 2012-13](#), p. 21; and [Child Exploitation and Online Protection Centre, Annual Review 2012-13 & Centre Plan 2013-14](#), p. 19

## Annex C: Police organisations' staff numbers – 2010-2015<sup>112</sup>

2010-11		2014-15	
<b>Serious Organised Crime Agency</b> <sup>113</sup>	3,990	<b>National Crime Agency</b> <sup>114</sup>	4,041
<b>National Policing Improvement Agency</b> <sup>115</sup>	2,001	<b>College of Policing</b> <sup>116</sup>	706
<b>Child Exploitation and Online Protection Centre</b> <sup>117</sup>	96		

112 All staff figures are average FTE staff numbers.

113 [Serious Organised Crime Agency, Annual Report and Accounts, 2010/11](#), p. 60; [Serious Organised Crime Agency, Annual Report and Accounts, 2011/12](#), p. 77; [Serious Organised Crime Agency, Annual Report and Accounts, 2012/13](#), p. 81; and [Serious Organised Crime Agency, Annual Report and Accounts, 2013/14 \(1 April 2013 to 6 October 2013\)](#), p. 66

114 [National Crime Agency, Annual Report and Accounts, 2013-14](#), p. 140

115 [National Policing Improvement Agency, Annual Report and Accounts 2010/11](#), p. 78; [National Policing Improvement Agency, Annual Report and Accounts 2011/12](#), p. 74; [National Policing Improvement Agency, Annual Report and Accounts 2012/13](#), p. 75; and [National Policing Improvement Agency, Annual Report and Accounts, 1 April to 6 October 2013](#), p. 43

116 College of Policing, Annual Report and Accounts, 15 month period ending 31 December 2013, p. 18 (results are for the 15 month period ended 31 December 2013)

117 [HC Deb, 26 Nov 2012: Column WA6](#); and [HC Deb, 11 Sep 2013: Column 717W](#)

## Annex D: What the College of Policing does

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### **Purpose**

The College of Policing's purpose is to support the mission of policing – preventing crime and protecting the public.

### **Ambition**

Policing in England and Wales already has a positive reputation world-wide and the College of Policing aims to establish policing's status as a profession.

To this end, it will:

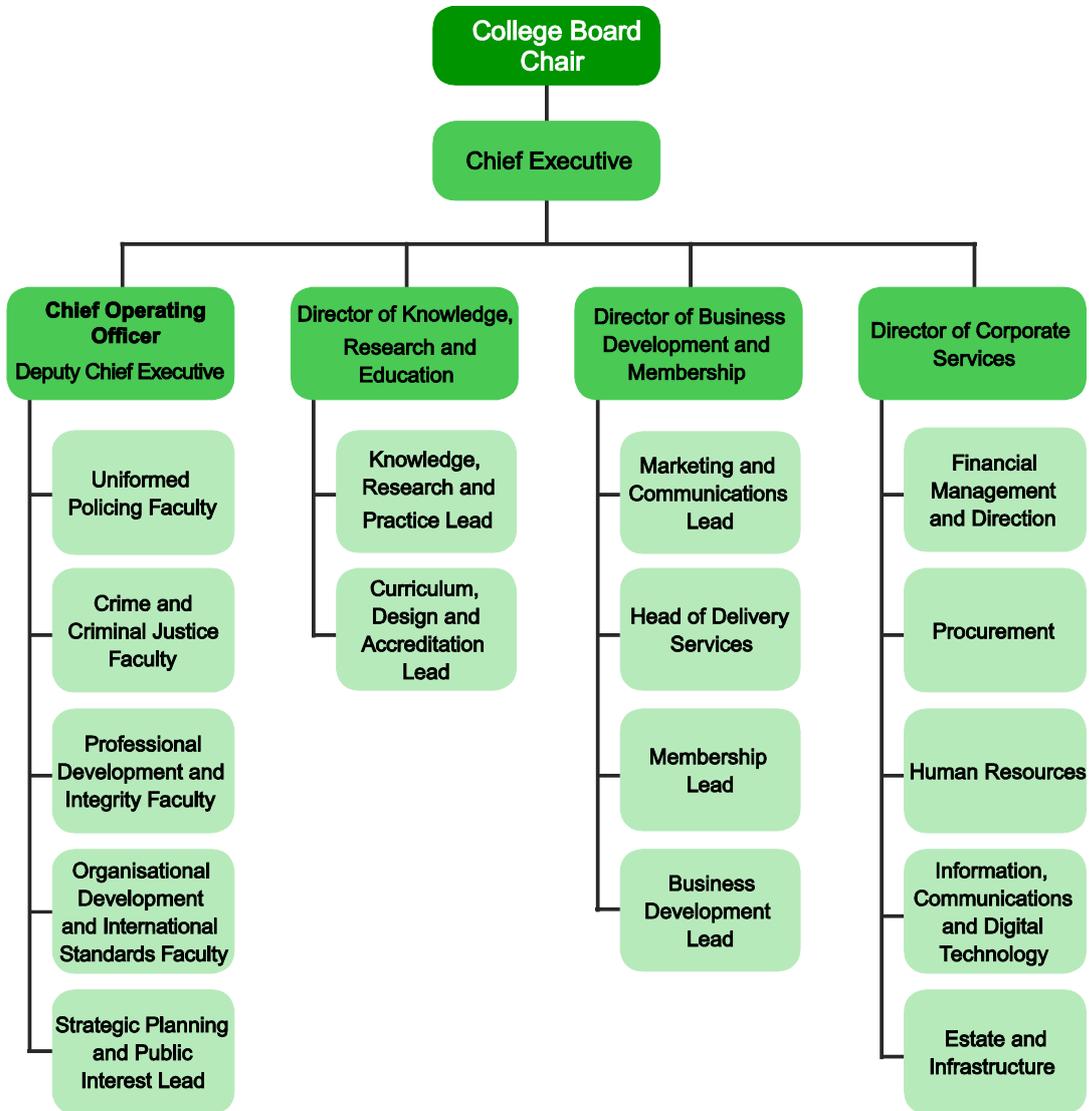
- work with the police and partners to improve standards across policing
- develop the evidence base of what works
- provide knowledge to frontline officers and staff (using the best technology)
- support continuous professional development for all in policing.

### **Objectives**

The College will promote professional standards for police in England and Wales, for public benefit, in particular but not exclusively:

- setting standards of professional practice
- accrediting training providers and setting learning and development outcomes
- identifying, developing and promoting good practice based on evidence
- supporting police forces and other organisations to work together to protect the public and prevent crime
- identifying, developing and promoting ethics, values and standards of integrity.<sup>118</sup>

# Annex E: College of Policing management structure



## Conclusions and recommendations

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### *The New Landscape of Policing*

1. During the course of this Parliament, all the major policing bodies have been overhauled and reformed. There is no part of the police service that has not been or is not being restructured. It is now time to allow these pieces of the policing puzzle to settle into the new landscape, so that they might achieve the aim of making policing more effective. (Paragraph 7)
2. One piece of the policing jigsaw that has not found a settled position is counter-terrorism. We agree with the Home Secretary's decision not to conduct a review in this Parliament, due to the terrorism risk faced by the UK at the moment. However, given recent national events and global atrocities, it does not appear likely that the terrorism risk will decrease in the near future. Therefore, we recommend that the review take place early in the next Parliament, to maximise the impact of the police's CT capabilities. (Paragraph 12)
3. We are concerned that some police forces believe that they will not be able to operate in their current form while making further efficiency savings. We are also concerned that senior leaders in the police appear to be keen to tear up the police forces map to make savings. We have previously examined how forces can collaborate both with their neighbouring forces, and with other blue light services. We believe that potential savings from collaboration between forces and between the emergency services at local level have not yet been fully realised and offers the best opportunity to achieve further efficiency gains. We recommend that where pre-existing alliances have proved successful, and there is local support police forces should be allowed to merge. (Paragraph 17)
4. When the National Crime Agency was created, it was an opportunity for a new organisation to shake off the practices of its predecessor, and to show improved performance under a new regime. We welcome the work done by Keith Bristow in leading the National Crime Agency – in particular the way he has been open and transparent with the Committee. However, we are not seeing the level of performance we would expect. The NCA, like SOCA before them, is an organisation that can claw back assets from those involved in criminal activity. However, like SOCA it is not recovering assets in sufficient volume to justify a budget of half a billion. The NCA must improve drastically in this area so that the returns achieved equate to the resources that are made available to it. Furthermore, the NCA needs to produce and make public benchmarks whereby its performance can be assessed. Parliament needs to be able to hold the NCA to account for its performance so that there is ongoing improvement. (Paragraph 20)
5. The Committee did initially register concern about the Child Exploitation and Online Protection Centre (CEOP) coming under the control of this organisation, however generally the NCA has proved to be a more effective body than the other new organisations. The most significant remaining concern the Committee has is regarding the intelligence received from Toronto Police before CEOP came under

the NCA upon which no action was taken. The NCA must address the backlog of abuse inquiry cases which it inherited from CEOP with the greatest of urgency. (Paragraph 21)

### *The College of Policing in the first two years*

6. The creation of a Professional Body for policing was a great idea that could have been the Home Secretary's legacy of her five years in office. It has a vision and purpose, and has delivered good work on guidance and standards. However, the foundations on which the College of Policing was built were not as firm as they should have been. For example, the Chair did not have the opportunity to appoint the Board, which has since had to be reconstituted, and the College has not been able to communicate directly with its members. As a consequence of having to overcome these initial hurdles, the College is not achieving the outcomes that it should be. There is much to be done for the College to become the type of institution that we originally hoped it would be, however it does look like it will have the most lasting effect of all these new organisations. (Paragraph 24)
7. It is absurd that the College could have been created as a professional body without direct access to its potential members. For the past two years, to communicate directly with those working in policing, such as sending them the first professional Code of Ethics, has required the permission and co-operation of police forces. It is therefore no surprise that police members are not aware of the College. From April there will be a membership platform which will allow the College to initiate a direct line of contact with members. The College must now grasp this opportunity to engage directly with frontline officers. (Paragraph 27)
8. We are glad that the College accepted our previous recommendation and has reviewed the constitution of its Board. We recommend that the Home Secretary act quickly to implement the Board's proposals for a change in its composition. We hope that this will engender a more collegiate working atmosphere, and alleviate the tension between the Board members' roles as directors, and as representatives of the organisations that nominated them. However, we remain of the view that the Metropolitan Police Commissioner, as the highest ranking officer in the land and the person responsible for almost a quarter of British police officers, should also be a member of the Board. (Paragraph 34)
9. The ethnic composition of the Board is lamentable, and no progress has been made. Policing organisations must recognise that true representation of the communities they serve is critical for public acceptance, and the contribution of knowledge of communities and different mind-sets can bring real operational advantages as well as everyday improvements in relations with the public. The College of Policing, as the newly created flagship professional body, should have been setting an example to all other police organisations. . We urge the College to seize the opportunity provided by the appointment of a new independent non-executive director to address this. In addition, whenever a position becomes available on the Board, the College must make appointments that allow its composition to reflect the population as a whole, as should be the case in all public bodies. (Paragraph 35)

10. We recognise that on-line training often represents better value for money than face-to-face sessions and acknowledge the widespread praise for the quality of the College's on-line materials. However, it is important to ensure that officers still have time to complete the necessary training during paid, working hours and we recommend that, if on-line training is to become the norm, then some national agreement should be reached between the College, forces and the staff associations about the annual amount of rostered time that officers can expect to be available for learning and development. The lack of face-to-face training will leave officers ill-equipped to deal with a growing and persistent threat, particularly with regard to their ability to engage with communities. (Paragraph 42)
11. The College, and forces, should not lose sight of the value of face-to-face training in groups. Interpersonal skills are paramount in policing and officers regularly have to deal with highly challenging situations where they rely entirely on their people skills. These are not skills than can easily be developed online. (Paragraph 43)

### *Code of Ethics*

12. We welcome the introduction of the Policing Code of Ethics, which must now be embedded across the country. We recommend that the policing principles set out in the Code are integrated into the training outcomes it sets, so that they are underpinned repeatedly over the course of a police officer's career. The Code of Ethics needs to be in the DNA of police officers, so a policing Hippocratic Oath is required. We recommend that everybody who is bound by the Code should be required to acknowledge it formally by signing a copy of the Code and swearing an oath to the Queen. For new police constables, a reference to the Code could be incorporated into the declaration they make when they are attested (though this would require a change to the law). (Paragraph 48)
13. We recommend that the Code of Ethics also incorporate the disciplinary code. It has been argued that if someone breaks the Code of Ethics, they will also have broken a separate disciplinary measure; we believe that this link should be explicit. We recommend that the College of Policing follows the example of the Police Service of Northern Ireland and incorporates the policing discipline code into the Code of Ethics, so that if it is breached this automatically triggers an investigation. (Paragraph 49)

### *Resources*

14. We welcome the work that the College of Policing has undertaken to generate income other than from taxpayers' money. During our visits overseas, we have met former UK police officers who provide training to international forces. The brand of British policing is regarded as the best in the world, and we welcome the work the College have done internationally to promote British policing and enhance this reputation. However, their projected budget suggests that growth in income generation is going to slow. If the College wants to attain chartered status and become independent it must do more to find additional sources of income. (Paragraph 59)

15. One additional source of income will be the premium membership package. We agree with the position taken by the College in distinguishing between services that should be free and those that should be charged for. It is right that where police officers require a service to fulfil their role, they should not be charged for this. However, if it is a service that will benefit their personal career development, then a charge is reasonable. We further welcome the fact that standard membership will be provided at no cost to police officers for a minimum of three years and for as long as it is possible to do so. (Paragraph 60)

### *Role in recruitment to the profession*

16. We welcome the clarification from the College of Policing that individuals with a criminal conviction cannot become police officers, and that the rules are not changing. Those who join the police should be beyond reproach, and standards must be kept at the highest level to maintain, and improve public confidence. (Paragraph 67)
17. We acknowledge the concerns raised by Sir Hugh Orde with regard to the direct entry scheme. However, the figures we have seen shows that only 1.5% of applicants to the direct entry programme, and 2.3% of applicants to the fast track programme have been successful. This suggests that there is a high bar to entry, whereby only the very best talent will be able to achieve this rapid promotion. (Paragraph 71)
18. We remain of the view that cost of obtaining the Certificate in Knowledge of Policing, which in some police force areas is a pre-entry requirement, is putting off talented and diverse recruits. This type of pre-recruitment qualification, which may be prohibitively expensive for some candidates, may stifle diversity. Means-tested support, such the bursary arrangements set up by Chief Constable Sara Thornton, QPM, between Thames Valley Police and local universities, should be in place to ensure that the best candidates are not lost because of financial barriers. (Paragraph 74)
19. We are concerned about the standards that are set by the providers of the Certificate. It cannot be right that one provider has a 100% success rate for the qualification. The Certificate has the potential to deliver a new set of standards for recruits, but to do so it needs to be a trusted qualification. We welcome the College's decision to commence a full implementation review of the Certificate, in particular with regard to the approval of providers. (Paragraph 75)
20. Once the College's review of the Certificate in Knowledge of Policing is complete, we recommend that the College takes a stronger role in overseeing the training and awarding of this certificate. In its current disjointed state with seemingly different standards across providers, we cannot ensure that certificates provided are of the same quality throughout the UK. (Paragraph 76)

### *A body of knowledge*

21. The creation of the College of Policing is an opportunity to link the world's best universities with the world's best police service. The College should work directly

with universities, and also encourage local forces to do likewise. Additionally, the key role for the College will be to bring together the best research, the best evidence, the best experience and knowledge, and disseminate that through signposting and guidance to benefit every police officer. For some considerable time there has been an Institute of Criminology at Cambridge University whose research and findings have been widely recognised. (Paragraph 81)

### *The National Police Chief's Council*

22. We welcome the creation of the National Police Chiefs' Council, and in particular the clear distinction between their function, which is to co-ordinate operational policing, and that of the College, which is responsible for policy-making and best practice. This should help to aspects of confusion in recent years when both the College of Policing and ACPO have issued guidance on the same topic. (Paragraph 85)

### *Conclusion*

23. Since 2010 the Home Secretary has set out an ambitious plan for the new landscape of policing, with some organisations being abolished and others created and with functions being reallocated. Her aim was to declutter the landscape and to ensure that policing was able to meet the challenges of the 21st century. We consider that she was right to embark on this journey. It is too early to say if all the changes meet this test, especially as the changes have been initiated during a period of austerity. Furthermore, it is far from clear that if we have been left with fewer organisations. We hope that it will be a priority for our successor Committee to monitor and evaluate this development. (Paragraph 86)

# Formal Minutes

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**Wednesday 3 February 2015**

Keith Vaz, in the Chair

Nicola Blackwood  
Michael Ellis  
Paul Flynn

Tim Loughton  
David Winnick

Draft Report (*Evaluating the new architecture of policing: the College of Policing and the National Crime Agency*), proposed by the Chair, brought up and read.

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

Paragraphs 1 to 86 read and agreed to.

Annexes agreed to.

*Resolved*, That the Report be the Tenth 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.

[Adjourned till Tuesday 10 February at 2.30 pm]

## Witnesses

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### Tuesday 9 December 2014

Page

<b>Sir Hugh Orde OBE QPM</b> , President, Association of Chief Police Officers	Q 1-74
<b>Steve White</b> , Chair, and <b>Andy Fittes</b> , General Secretary, Police Federation of England and Wales	Q 75-131
<b>Professor Dame Shirley Pearce OBE</b> , Chair, and <b>Alex Marshall</b> , Chief Executive, College of Policing	Q 132-200

## List of printed written evidence

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1	Royal College of Radiologists	<a href="#">COP0001</a>
2	Royal College of Anaesthetists	<a href="#">COP0002</a>
3	Royal College of Physicians	<a href="#">COP0003</a>
4	Royal College of Veterinary Surgeons	<a href="#">COP0004</a>
5	College of Policing	<a href="#">COP0005</a>

# List of Reports from the Committee during the current Parliament

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All publications from the Committee are available on the Committee's website at <http://www.parliament.uk/business/committees/committees-a-z/commons-select/home-affairs-committee/publications/>

## Session 2014–15

First Report	Tobacco smuggling	HC 200
Second Report	Female genital mutilation: the case for a national action plan	HC 201
Third Report	The work of the Immigration Directorates (Oct–Dec 2013)	HC 237
Fourth Report	Her Majesty's Passport Office: delays in processing applications	HC 238
Fifth Report	Police, the media, and high-profile criminal investigations	HC 629
Sixth Report	Child sexual exploitation and the response to localised grooming: follow-up	HC 203
Seventh Report	Effectiveness of the Committee in 2012-13	HC 825
Eighth Report	Regulation of Investigatory Powers Act 2000	HC 711
Ninth Report	The work of the Immigration Directorates (January-June 2014)	HC 712

## 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
Third Report	Leadership and standards in the police	HC 67
Fourth Report	The work of the UK Border Agency (Oct–Dec 2012)	HC 486
Fifth Report	E-crime	HC 70
Sixth Report	Police and Crime Commissioners: power to remove Chief Constables	HC 487
Seventh Report	Asylum	HC 71
Eighth Report	The work of the UK Border Agency (Jan–March 2013)	HC 616
Ninth Report	Pre-Lisbon Treaty EU police and criminal justice measures: the UK's opt-in decision	HC 615
Tenth Report	Leadership and Standards in the Police: follow-up	HC 756
Eleventh Report	Khat	HC 869
Twelfth Report	Drugs: new psychoactive substances and prescription drugs	HC 819
Thirteenth Report	The work of the Permanent Secretary	HC 233
Fourteenth Report	The Government's Response to the Committees' Reports on the 2014 block opt-out decision	HC 1177
Fifteenth Report	The work of the Immigration Directorates (April–Sep 2013)	HC 820
Sixteenth Report	Police and Crime Commissioners: Progress to date	HC 757

Seventeenth Report	Counter-terrorism	HC 231
Eighteenth Report	Reform of the Police Federation	HC 1163

**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 (Nov 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