



House of Commons  
Home Affairs Committee

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# College of Policing: three years on

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Fourth Report of Session 2016–17





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**Fourth Report of Session 2016–17**

*Report, together with formal minutes  
relating to the report*

*Ordered by the House of Commons to be printed  
29 June 2016*

## 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.

### Current membership

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[Victoria Atkins MP](#) (*Conservative, Louth and Horncastle*)

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### Powers

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

### Publication

Committee reports are published on the Committee's website at [www.parliament.uk/homeaffcom](http://www.parliament.uk/homeaffcom) and in print by Order of the House.

Evidence relating to this report is published on the [inquiry publications page](#) of the Committee's website.

### Committee staff

The current staff of the Committee are Carol Oxborough (Clerk), Phil Jones (Second Clerk), Harriet Deane (Committee Specialist), Adrian Hitchins (Committee Specialist), Kunal Mundul (Committee Specialist), Andy Boyd (Senior Committee Assistant), Mandy Sullivan (Committee Assistant) and Jessica Bridges-Palmer (Committee Media Officer).

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# 1 Introduction

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1. The College of Policing was launched in December 2012 as a professional body to develop the knowledge, standards of conduct, leadership and professionalism required by police officers and police staff in England and Wales. The College is a company limited by guarantee and an Arm's Length Body of the Home Office. It is operationally independent of the Home Office.

2. The College was established as part of the Coalition Government's programme of wider reform of the structure of policing bodies. The College took on a number of responsibilities from the now defunct National Policing Improvement Agency and the Association of Chief Police Officers (ACPO), particularly with regard to training and the setting of policy. ACPO's replacement, the National Police Chiefs' Council, has responsibilities on the operational side. As of 31 March 2015 the College had a total of 485 directly employed staff; 51 agency/contract staff; and 152 secondees.

3. This inquiry is part of our regular scrutiny of the College of Policing. Our predecessor Committee first considered the role of the College in 2013 as part of a broader examination of Leadership and Standards in the Police Service.<sup>1</sup> It then undertook a follow-up inquiry *Evaluating the new architecture of policing: the College of Policing and the National Crime Agency* in 2014–15.<sup>2</sup> Our predecessors were concerned that the Board of the College lacked diversity and the necessary skills required for its role. The Committee heard that the College was not able to communicate directly with members of police forces and found that, partly as a result of this, there was a lack of recognition of the College amongst police officers and inconsistencies in approach to its guidance from Chief Constables. We have pursued a number of these themes in this follow-up inquiry.

4. In addition to the College of Policing witnesses, Chief Constable Alex Marshall, Chief Executive and Rachel Tuffin, Director of Research, Knowledge and Education, we took evidence from the Police Federation of England and Wales and the Police Superintendents Association of England and Wales, and Phil Gormley, Chief Constable of Police Scotland. We also benefited from the Royal College of Nursing and the Chartered Society of Forensic Sciences sharing their experience with us. We are grateful to everyone who contributed to our inquiry.

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

2 Home Affairs Committee, Tenth Report of Session 2014–15, [Evaluating the new architecture of policing: the College of Policing and the National Crime Agency](#), HC 800

## 2 Recognition

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5. When the previous Committee examined the College of Policing in December 2014, it was clear that there were problems around the recognition amongst police officers of the College and its aims. The Police Federation told our predecessors that:

[ ... ] in terms of the concept of what the College wants to become, that has not been sold to the membership [ ... ] backed with a reducing ability for forces to provide training for officers, because of reduced budgets, I think that ability to actually engage with the officers, around what the College of Policing is aspiring to do, is difficult. So it is not a case of blaming the College for where we are. It is a recognition that the time lines that they are working to are very challenging and it is going to take time to bed in.<sup>3</sup>

One of the problems the College encountered when it was created was that it did not have direct access to its potential members, as Chief Constable Alex Marshall, Chief Executive of the College of Policing, explained: “To communicate directly with those working in policing, such as sending them the first professional Code of Ethics, required the permission and cooperation of police forces”.<sup>4</sup>

6. We asked witnesses whether they thought that the profile of the College and engagement with it by police officers was improving. Andy Fittes, General Secretary of the Police Federation, told us that he “had not detected a great deal of improvement in officers’ knowledge of the College”,<sup>5</sup> while Gavin Thomas, President of the Police Superintendents Association, observed that, while things were getting better, the College had “some way to go to get traction in terms of what it personally means to be a member of the College of Policing”.<sup>6</sup>

7. Alex Marshall explained that, since the Committee last scrutinised the College, there had been progress in some areas and he gave the example of online training: all officers who work in England and Wales are now registered for this, and most have done some form of online training in the last 12 months.<sup>7</sup> He did however agree that more work was required to boost the recognition of the College amongst officers:

I think we are making progress with recognition from our members. We have learned a lot from the first 3,000 people who have joined as members. We now have 57,000 people in policing on the College of Policing online communities, which is more than a quarter of everybody who works in policing. But no, I still think we have a long way to go for people who work in policing to recognise what we are offering. We are making progress, but we have a long way to go.<sup>8</sup>

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3 [Oral evidence](#) taken before the Home Affairs Committee, Session 2013–14, HC 800, Q75

4 Home Affairs Committee, Tenth Report of Session 2014–15, [Evaluating the new architecture of policing: the College of Policing and the National Crime Agency](#), HC 800, written evidence [COP005](#)

5 Q3

6 Q4

7 Q111

8 Q125

8. We asked Phil Gormley QPM, Chief Constable of Police Scotland, for his views on what the College needed to do to improve recognition amongst police officers. He told us:

For any central function, be it the Police College at Tulliallan or the College of Policing, it has to be relevant. People have to recognise that it's of worth and that the training and input that it gives help them in their professional—and, sometimes, their personal—lives. Credibility and relevance are the most important aspects of any training regime.<sup>9</sup>

9. **We consider that the College of Policing is now a permanent and essential part of the new landscape of policing, which began to take shape in 2010. We acknowledge that it takes time for any new organisation to find its feet. Nevertheless it is disappointing to find that, more than three years since its inception, there has been only limited progress in the extent to which the College of Policing is recognised and respected by the rank and file members of the police service. For it to achieve its core purpose, the College must become an integral part of the policing structure in England and Wales. The College's Chief Executive, Chief Constable Alex Marshall, and his team have made an impressive start and we would like to place on record our appreciation for how he, and the College, have engaged with the Committee as a model for others to follow. However, the College has more work to do to build a strong relationship with police officers. Success will not be achieved by their efforts alone. It is incumbent on the 43 Chief Constables across England and Wales to fully support the work of the College; but, as we will set out later in this Report, we do not believe sufficient support has been forthcoming to date.**

### 3 Consistency and standards

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10. The College of Policing is the statutory body responsible for setting standards for policing. The College takes a range of approaches to setting and improving standards, from sharing guidance and best practice to issuing codes of practice which are laid in Parliament and which, while they do not have the force of law, Chief Constables must have regard to. Chief Constables and Police and Crime Commissioners are required to have regard to these standards in order to ensure consistency across the 43 forces in England and Wales.<sup>10</sup> Where appropriate HM Inspectorate of Constabulary (HMIC) inspects forces against the standards set by the College.

11. Recent examples of the College's work in setting standards include:

- publishing draft guidance on undercover policing which sets out how the tactic should be used to gather evidence and intelligence. The draft guidance says undercover operatives can only work once they have been accredited by the professional body, which involves going through a selection process and undergoing vetting and specialist training.<sup>11</sup>
- reviewed and published guidance on Child Sexual Exploitation (CSE), to take into account changes to the law and learning from high profile cases (Operation Span, Operation Retriever and Operation Bullfinch);
- updated standards on domestic abuse for all those involved, from initial call handling to those in strategic positions; and
- trials of the use of Body Worn Video (BWV) to understand whether it improves police-public contact and helps officers to gather quality evidence.<sup>12</sup>

#### Code of ethics

12. One of the earliest pieces of work by the College was to bring together guidance for ethical standards into one Code of Ethics for policing in England and Wales.<sup>13</sup> The Code of Ethics is a written guide to the principles that every member of the policing profession is expected to uphold and the standards of behaviour that they are expected to meet. Chief Constables are expected to implement and embed the Code within their constabularies.

13. We have reported frequently on instances where the performance of the police has not met the ethical standards required of it.<sup>14</sup> Just during this inquiry, we were alerted to a criminal investigation into an allegation “in relation to the movement of in excess of £1 million of members' money outside of the organisation”.<sup>15</sup> HMIC also takes a strong interest in this issue; its latest State of Policing report found that the use of the Code of Ethics varies across forces. It observed that:

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10 College of Policing, [An introduction to our work](#), 2016

11 College of Policing, [Undercover police guidance published for the first time](#), 24 July 2016

12 Home Affairs Committee, Tenth Report of Session 2014–15, [Evaluating the new architecture of policing: the College of Policing and the National Crime Agency](#), HC 800, written evidence [COP005](#)

13 College of Policing, [Code of Ethics](#), July 2014

14 See Home Affairs Committee, Third Report of Session 2013–14, [Leadership and standards in the police](#), HC 67, 1 July 2013; see also Home Affairs Committee, Tenth Report of Session 2014–15, [Evaluating the new architecture of policing: the College of Policing and the National Crime Agency](#), HC 800

15 Q7 [Steve White]

Most forces have their own sets of values and have used these instead. Some forces have amended their values better to reflect the code; others have not. Where both the code and the forces' values are used, there is often confusion about which takes priority. This variation in approach to a code which is issued under statute is unacceptable.<sup>16</sup>

**14. We welcomed the introduction of a Code of Ethics for the police forces of England and Wales as an important and necessary step forward for the police service and we expect it to be taken seriously by Chief Constables. We agree with Her Majesty's Inspectorate of Constabulary (HMIC) that it is unacceptable that police forces in England and Wales are failing to embed the College of Policing's Code of Ethics. If policing is to move on from controversies and scandals such as Hillsborough and undercover policing then reassuring the public of the integrity of those involved must be the first priority. The College and the National Police Chiefs' Council must work harder to ensure that the Code is instilled "in the DNA" of serving officers. The College must set out what additional steps it is taking, including what practical benchmarks it is proposing in light of the HMIC report, to ensure that the Code of Ethics is fully embraced by Chief Constables and serving officers so that it becomes rooted in police culture, throughout the ranks. Alex Marshall informed us that the College of Policing does not have the resources to audit progress made in individual forces in implementing the Code of Ethics. The College must set out how it intends to tackle this problem.**

**15. The Code of Ethics should be viewed by serving officers as having the equivalent status of the Hippocratic Oath. They should be required to acknowledge the Code formally by signing a copy of it at the end of their training. We recommend that the Code of Ethics and the Police (Conduct) Regulations are consolidated and made enforceable and that the resulting single document is put under the control of the College of Policing.**

## Inconsistency

16. The College of Policing's 2015–16 Business Plan highlighted as a key risk "inconsistent deployment of Policing Standards negatively impacting on the College's reputation". It noted that "there is an inherent tension between the College's role in setting national standards and the variation created by 43 independent local forces in England and Wales."<sup>17</sup> This 'inherent tension' was recognised by Sir Tom Winsor, the Chief Inspector of Constabulary, in the 2015 State of Policing report. He said:

I have concerns about the extent to which some chief officers allow their forces to disregard what is required of them and adopt systems, processes and practices which are not consistent with national requirements. This has shown itself in many areas. HMIC's inspections have found:

- forces which do not comply with the statutory regime laid down governing the renewal of firearms licensing;

<sup>16</sup> Her Majesty's Chief Inspector of Constabulary, [The State of Policing: the Annual Assessment of Policing in England and Wales 2015](#), 24 February 2016

<sup>17</sup> College of Policing, [Business Plan 2015–16](#), March 2015

- forces which do not comply with the statutory Code of Practice regarding the handling and retention of information;
- forces which do not comply with the statutory Code of Practice regarding the Code of Ethics;
- forces which do not implement systems, processes and practices devised by the College of Policing, agreed by all chief officers, and issued in the police's Authorised Professional Practice to ensure consistency of approach.<sup>18</sup>

17. Although it makes no present case for reducing the number of police forces in England and Wales, the latest HMIC State of Policing report notes that attaining the highest standards is considerably harder to achieve under the current system than if there were a single force. Steve White, Chair of the Police Federation, was under no illusions. He told us “43 forces in England and Wales with 43 chief constables is always going to lead to variation.” He said that “We are watching the model in Police Scotland very carefully because again the Federation has said that 43 forces are too many and it needs to be reduced because of consistency and quality of service.”<sup>19</sup> We heard examples of variation between forces in areas such as firearms policy and the application of stop and search. Chief Superintendent Thomas shared Mr White's concerns:

You have this quandary now that the College is trying to do its level best in terms of implementing these standards across the service. It is down to leadership across the service to come together and implement the standards consistently [ ... ] in the current structure, it is going to be a hard ask.<sup>20</sup>

**18. The alarming lack of consistency across forces illustrates the scale of the challenge facing the College of Policing as it endeavours to implement a national approach to raising standards. We support the concept of national standards, whereby a police officer in Leicestershire can be judged by the same criteria as one based in Suffolk. Chief Constables must not disregard the advice of the College of Policing—that advice is part of the reason we have a College in the first place.**

19. During our inquiry we were told that there was a lack of enforcement of the College of Policing's Codes of Practice across police forces. Chief Superintendent Thomas gave us the examples of the NPCC and the Association of Police and Crime Commissioners as co-ordinating bodies with no power: “there is nobody nationally who can say, ‘this is how it's going to be done’”.<sup>21</sup> His frustration is shared by Sir Tom Winsor, who observed that it is “disappointing to reflect on the number of occasions when HMIC has had to report that the recommendations in its reports have not been implemented adequately or, in too many instances, at all”.<sup>22</sup> Sir Tom Winsor gives the example of the use of stop and search. In 2013 HMIC found that fewer than half the forces complied with the College's statutory Code of Practice and made 10 recommendations on improving this. On returning to the subject in

18 Her Majesty's Chief Inspector of Constabulary, [The State of Policing: the Annual Assessment of Policing in England and Wales 2015](#), 24 February 2016

19 Qs 34 and 67

20 Q36

21 Q41

22 Her Majesty's Chief Inspector of Constabulary, [The State of Policing: the Annual Assessment of Policing in England and Wales 2015](#), 24 February 2016

2015 Sir Tom Winsor found that good progress had been made in implementing just one of them, some progress in respect of four recommendations and insufficient progress with the remaining five. He concluded:

In such an important area of policing [stop and search], the response of the police service as a whole to HMIC’s 2013 report is unacceptable; that it relates to the failure of chief officers to ensure compliance with a regime laid down in a statutory Code of Practice is inexcusable. [ ... ] The operational independence of each chief constable is precious, but it cannot and must not be used as an excuse for imperilling public safety through unjustifiable local preferences.<sup>23</sup>

The College of Policing told us that it is piloting new approaches to educating frontline officers in an effort to address the concerns highlighted by the HMIC.<sup>24</sup>

**20. We share the concern expressed by the Chief Inspector of Constabulary, Sir Tom Winsor, about the failure of some forces to comply with statutory Codes of Practice, in relation to stop and search powers specifically but also best practice guidance in general. It is bound to be the case that different communities will require different approaches to policing but, using the specific example of stop and search, an individual in one part of the country should not have a different experience of those powers to someone in a neighbouring area. Individual Chief Constables and Police and Crime Commissioners must adhere to the guidance and statutory Codes set down by the College of Policing. Their failure to do so is unacceptable and leads us to question whether there is an enforcement deficit in the oversight of policing in England and Wales. The Government must set out the steps it is taking to address this failure and promote better compliance.**

## Recruitment

21. The College of Policing’s 2015 Leadership Review identified recruitment and promotion as one means of addressing the problem of inconsistency across police forces.<sup>25</sup> It wishes to establish policing as a profession but existing policing roles and ranks lack the consistent, national education levels that would be considered commensurate with that of a profession.

22. Currently in England and Wales, applicants apply to individual forces. While some forces may collaborate on recruitment, for example by sharing the human resources function, in general each force sets its own recruitment process and selection policy, and entry requirements vary from force to force though all applicants complete the national ‘Police SEARCH’ assessment process administered by the College of Policing. Some forces will require a minimum level of academic qualification while others may require an applicant to have already undertaken a pre-join scheme such as the Certificate in Knowledge of Policing—a scheme we have expressed concern about in the past and which Andy Fittes told us “is still not fit for purpose”.<sup>26</sup> This contrasts with the approach

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23 Her Majesty’s Chief Inspector of Constabulary, [The State of Policing: the Annual Assessment of Policing in England and Wales 2015](#), 24 February 2016

24 Q162

25 College of Policing, [Leadership Review](#), June 2015

26 Q66

in Scotland where applicants apply centrally to Police Scotland and specify in which divisional area within Scotland they wish to work. Police Scotland then guarantee all recruits will be posted to one of their top three choices.

**23. There must be a standard recruitment process with standard entry requirements for someone wishing to become a police officer in England and Wales. We support both graduate and non-graduate entry to policing but the standards should be the same no matter which force an applicant is wishing to join.**

**24. If there is to be proper consistency in policing then this should start with the first contact between an applicant and the police. Setting standards which 43 individual forces then follow as they choose is inefficient, confusing and breeds inconsistency. It also prevents applicants to an oversubscribed force from being offered places elsewhere if other forces carry vacancies. We recommend that police recruitment be centralised and then overseen by an expanded College of Policing. This approach will deliver a more effective, efficient and consistent system of police recruitment. Such arrangements are commonplace for entry into other institutions such as nursing, a profession highly valued and respected, are used by the higher education sector via the UCAS system, and have already been shown to work well in Police Scotland. We see no reason why it would not be equally effective for policing in England and Wales. The College of Policing should set out how it could implement such a scheme.**

### **Diversity**

25. Whilst there has been a steady increase in the overall proportion of police officers and staff in England and Wales who are of a BME background, progress is painfully slow. The College of Policing is leading on work to improve diversity and inclusion in the police force. We considered the College's efforts in detail in our May 2016 Report, *Police Diversity*. We concluded that ethnic minority representation in the police service as a whole remained poor and that amongst senior ranks it was pitiful. We made a number of recommendations towards achieving much more rapid progress, including the appointment of a Police Diversity Champion. That report should be read as a companion document to this report.<sup>27</sup>

### **Training**

26. We asked Phil Gormley, Chief Constable of Police Scotland, whether he thought the model of 43 forces in England and Wales required reform. Mr Gormley told us that one of the reasons he went to Scotland was because he believed "that model to be better suited now".<sup>28</sup> He explained that he found real advantages in the Scottish model, notably in terms of scale, capacity and capability, but also in terms of consistency of standards and the way in which training is organised.<sup>29</sup> In Scotland every police officer is recruited through one central process and goes through the national training college at Tulliallan; this allows Police Scotland to deliver a consistent standard of training at the beginning of an officer's career. Chief Constable Gormley told us:

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<sup>27</sup> Home Affairs Committee, First Report of Session 2016–17, [Police Diversity](#), HC 27

<sup>28</sup> Q210

<sup>29</sup> Q208

We are really clear about what we expect from people in terms of settings standards of behaviour and ethics, and how to expect our officers to interact with members of the public and colleagues. It is easier because actually we have got one place where they go and it provides a centre of gravity, in my view, around the whole organisation.<sup>30</sup>

Chief Constable Gormley explained that one of the common issues that unites all police officers in Scotland is that they all went to Tulliallan.<sup>31</sup>

27. The College of Policing sets the standards and curriculum for the training of new recruits in England and Wales.<sup>32</sup> According to the College of Policing “there is wide ranging, variable and inconsistent practice in terms of the implementation, assessment and accreditation of initial police education across the 43 forces.”<sup>33</sup> We have already listed some of the inconsistencies found by the HMIC. Steve White told us that there was also unnecessary duplication. He provided the example of an officer who might be trained in driving a traffic car or response car in one part of the country but when they transferred to another force they would “have to start all over again from scratch.” This is a clear inefficiency. In Mr White’s view the training and accreditation a police officer received in one part of the country should be the same elsewhere.<sup>34</sup>

28. Some forces are working collaboratively to address the inefficiencies identified by Mr White. For example, the East Midlands forces of Leicestershire, Lincolnshire, Northamptonshire and Nottinghamshire have integrated their specialist services. During that process they found that time spent training varied significantly across the forces, with the same roles having different initial training and refresh periods. Training has since been standardised and rationalised in areas such as public order. Neil Rhodes, Chief Constable of Lincolnshire Police Force, reports that the four forces, working with the College of Policing, have moved from four licensed training sections to one joint firearms training approach closely supported by the College. We welcome such progress.<sup>35</sup>

**29. The concerns we have heard throughout our inquiry, as well as those raised by the HMIC, lead us to conclude that the Scottish model of one recruitment process, and one training college, for all entry-level police officers has much to recommend it. Training of all new recruits at the same place, and by the same people, has the benefit of ensuring that best practice and national standards are recognised and embedded from the very beginning of a police officer’s career. It also helps to promote consistency in practices and processes across the police service and there are clear efficiencies in operating a single system of recruitment and training. The modernising of police recruitment sits within the Government’s revolution of policing which the Home Secretary set in motion in 2010.**

30. There are however many challenges to such a central college being created for England and Wales, not least the set-up costs, geographic spread and the number of new recruits that a central college would have to accommodate. In the 12 months to 31 March 2015, there were 5,301 standard direct recruits to the 43 police forces and a further 786 who were

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30 Q216

31 Q216

32 Q159

33 College of Policing, [Policing Education Qualifications Framework Consultation](#), February 2016

34 Q34

35 Police Professional, Aiming together, 18 November 2015

previously Special Constables (see Annex for a breakdown by region).<sup>36</sup> A requirement for new recruits to attend a central college for an extended period of time might also deter some individuals from applying, for example those with caring responsibilities, and such concerns would need to be addressed by any proposals to centralise training. The initial training programme at the Police Scotland College at Tulliallan lasts 11 weeks; accommodation is available but is optional, and consideration is given to individual circumstances subject to daily attendance. Phil Gormley told us that setting up a similar college to Tulliallan in England and Wales would be “a very significant challenge—I am not sure how it would be achievable”.<sup>37</sup>

**31. The problem of inconsistent practice in the training of new recruits—as identified by the College of Policing—must be resolved. A single training college would address many of the problems we have identified but we are cognisant of the challenges involved in creating such a facility. Instead, we recommend the Government consider introducing a number of regional hubs, overseen by the College of Policing, who would have staff embedded at these training centres. Regional based policing already operates to deal with organised and serious crime: there are 10 Regional Crime Organised Units (ROCU) in England and Wales. Regional training centres could have a similar geographic coverage.**

**32. The College of Policing should be at the centre of an officer’s career from the outset and our proposal would address current concerns about a lack of recognition of the College by police officers. As with the Scottish model, we would expect parts of a police officer’s training to be delivered locally by the applicant’s chosen force, as it is now, but it is our view that there are clear advantages in the initial training being delivered by as few bodies as possible. Training provided by these bodies should also be extended to police civilian staff.**

## **Policing Education Qualifications Framework**

33. The College is developing a Policing Education Qualifications Framework (PEQF) to address inconsistencies in recruitment and training. A key proposal on recruitment is for the majority of all future officers to have a degree-level qualification *before* they join the police force and a masters-level qualification for promotion or direct entry eligibility at superintending rank. The College proposes three principal entry routes at the rank of constable:

- self-funded undergraduate programmes, lasting 2–3 years, with no guarantee of employment;
- funded conversion programmes for graduates in other disciplines, lasting around six months, and with a guarantee of employment but candidates must have passed the ‘Police SEARCH’ selection process to be accepted on the programme; and
- higher level apprenticeships, lasting 3–5 years, co-funded by government and police.

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<sup>36</sup> National Statistics, [Police workforce, England and Wales](#), 31 March 2015

<sup>37</sup> Q221

Current officers and staff would not be required to obtain a degree though opportunities would be provided for those officers and staff who wished to do so to gain a publicly recognised qualification at the relevant education level.

34. The College of Policing states that the degree would be vocationally oriented, similar to the concept of a Bachelor of Education degree for teaching or a nursing degree, which integrate theoretical and applied work-based practical learning. Students would spend time as a Special Constable or trainee constable. The College would accredit police degrees offered by universities.

35. Several forces already operate successful partnerships with universities where potential applicants to the police service undertake a foundation degree in policing (Level 5). The College claims that this has led to a number of benefits including:

- Offering individuals the opportunity to consider a career in the service without having to commit to it. They have continued education alongside work placements and developed life skills.
- The force can assess the suitability of students before they join and students are able to see whether policing is their profession of choice.
- In one force, each cohort of 36 students contributes in excess of 15,000 hours of visible police patrol in the community as volunteers.
- Significant cost savings in training and wages for local forces.
- An evaluation conducted in one force identified that, at the end of the tutor constable phase, sergeants had slightly more confidence in the foundation degree students than those who had been trained through the traditional route.
- By using police training and university lecturing there is a focus on obtaining a wider understanding of the policing role in diverse communities through an innovative blend of coursework, projects and operational policing.<sup>38</sup>

36. The College suggests that raising education standards may attract more applicants from minority ethnic backgrounds. It draws upon evidence that participation in higher education is rising faster amongst ethnic minority applications than in the general population. Some 23% of degree students are from minority ethnic backgrounds compared to 13% of the UK population. Only 5% of the police force are from ethnic minority backgrounds. Janet Davies, Chief Executive and General Secretary of the Royal College of Nursing, told us that when nursing moved to being a graduate profession, it lifted the status of the organisation and broadened the occupation's appeal, particularly among ethnic minority communities, where going to university is seen as very important; it also opened up nursing to people coming to it as a new career later in life.<sup>39</sup> However, Janet Davies also noted that there had been some resistance to the move to graduate entry: "people were very nervous about their own positions. I think now people accept it generally, but I think some of our older nurses still do not quite see it."<sup>40</sup>

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38 College of Policing, [Policing Education Qualifications Framework Consultation](#), February 2016

39 Q80

40 Q97

37. The College's proposals have split opinion amongst police ranks. The Police Federation has widely criticised the proposals, arguing that setting a new entry requirement would prevent good candidates entering the service and make it less representative. Steve White told us that "the majority of members I represent, even those that have a degree, are supportive of the view that you do not need a degree to be a police officer."<sup>41</sup> He described as "foolhardy" the requirement for potential police officers to self-fund in order to get to a point where they can start their probation, not least because policing is a relatively low-paid occupation compared to other professions. Chief Superintendent Thomas told us that his organisation was broadly in favour of the proposals because policing needed to move forward:

It needs to be professionalised, recognising the complexity of what policing is dealing with now, in terms of the change in crime and the changes in society and how they are applying new technologies. That requires complex thinking.<sup>42</sup>

38. The College argues that the option of a higher level apprenticeship (HLA) in policing may counter some of the concerns that requirements for a university education prior to joining may have a negative impact on the recruitment of specific community groups and those from disadvantaged backgrounds. The College also points to evidence that students from disadvantaged backgrounds have increased their participation in higher education at a faster rate than those from more privileged backgrounds. Alex Marshall told us that forces may also offer bursaries and scholarships, something that is already happening. He did however admit to concerns that the relatively low pay of police officers could affect the number of graduates wanting to pursue a career in policing.<sup>43</sup>

39. Police Scotland are also exploring degree-level entry. Phil Gormley told us that one third of entrants to Police Scotland already hold a first degree and consultations were underway with universities about how to accredit that learning. However, any proposals for degree-level entry would be in addition to the existing entry routes.<sup>44</sup> Although there are other differences in their systems, France and Spain require a full degree as the minimum entry at constable rank and a minimum of a master's degree for the rank of Inspector.<sup>45</sup>

40. The consultation period on the PEQF closed on 29 March 2016. The College of Policing expects to report on the findings of the consultation later this year. It is not envisaged that national implementation of any new graduate level programmes would start before September 2019.

**41. We support the College of Policing's ambition to professionalise the police service and its proposals for degree-level entry have merit, but it is clear that many police officers remain to be convinced by the College's proposals. We have noted the Police Federation's concerns that the requirement for potential applicants to self-fund a degree before they can join may deter potential applicants and may particularly disadvantage those from low-paid backgrounds. These concerns must be addressed by the College of Policing when it publishes the outcome of its consultation later this year.**

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41 Q43

42 Q44

43 Q174

44 Q226

45 College of Policing news article, [Academic recognition for officers and staff](#), 13 November 2015

42. **The College has also suggested an apprenticeship entry route. Careful consideration will need to be given to the appropriate level of pay if this route is to serve its purpose as a genuine alternative for those who would find it difficult to pursue a degree. In our *Police Diversity* inquiry we found that police forces are not sufficiently representative of the communities they serve. This is a serious problem that has to be addressed. Efforts to professionalise the police force must not lead to it being less representative. Any move toward degree-level entry should also have regard to our proposal that the initial part of training for new recruits should be at a central or regional college run by the College of Policing.**

### Accreditation and progression

43. In addition to addressing the entry routes to policing, the proposed PEQF aims to develop opportunities for existing officers and staff to gain accredited and publicly recognised qualifications equivalent to their level of practice or rank. We heard concerns that the push for degree-level entry risked leaving existing officers who do not have degrees, but who perform complex and sensitive roles exceptionally well, feeling undervalued. Alex Marshall assured us that the needs of serving officers would be addressed first: “The first step is to allow universities to accredit people who currently work in policing for their prior learning and give them the opportunity to study for a police degree”.<sup>46</sup> Feedback from the College’s membership had indicated a desire for externally recognised and transferable qualifications. He explained that the PEQF proposals “aim to recognise the level at which officers and staff currently operate and how the service will need to operate in the future [ ... ] Many officers and staff already work at graduate level without being recognised and we want to address this anomaly.”<sup>47</sup>

44. **We acknowledge the concerns from serving officers that the focus on degrees could lead those without them feeling less valued. However, if implemented sensitively, the College’s proposals could make a positive impact on policing. Many officers are already pursuing academic qualifications and undertaking research alongside their policing careers and this is delivering tangible benefits to policing. Equally, many serving officers are already operating at degree level and above and those skills should be recognised.**

45. **If the College is to push officers to continue their professional development then senior officers must fully support such initiatives and allow those individuals who wish to develop their skills the time and opportunity to do so. We support the College’s efforts to professionalise policing and the first step should be to focus on supporting and recognising the tremendous work carried out on a daily basis by serving officers.**

### Procurement

46. The lack of efficiency in police procurement has been a concern for this Committee for some time. In England and Wales the 43 forces each have responsibility for procurement for their own force. Collectively they spend approximately £1.7 billion on goods and services (including commodity ICT but excluding other ICT goods and services). When the National Audit Office (NAO) reported on police procurement in 2013 it noted that

<sup>46</sup> Q172

<sup>47</sup> College of Policing news article, [Academic recognition for officers and staff](#), 13 November 2015

activity at force level had grown organically, with forces historically procuring most goods and services independently. The inefficiency in such an approach is clear. The NAO found that forces had not or could not agree common specifications for many types of goods and services, which reduced their ability to make savings by delaying or preventing collaborative purchasing arrangements being established. For example, the NAO found “a minimum of nine separate specifications for each of five common items of equipment used by police officers” and that forces “found it particularly hard to agree common specifications for uniform”.<sup>48</sup>

47. The Home Office has been working with forces to improve police procurement. In conjunction with the Strategic Police Procurement Board (SPPB), the Home Office has commissioned a Collaborative Law Enforcement Procurement Programme (CLEP) to review police procurement and improve value for money. There is evidence that forces are improving their collaboration. A report commissioned by the Home Office led ‘Gold Group’ on police finance and resources notes that some 66% of spend flows through collaborative contracts; however the report also finds that the current arrangements remain “sub-optimal because they are uncoordinated”.<sup>49</sup> The report notes a study by Bluelightworks which concludes:

[ ... ] further significant opportunities to make savings exist by pursuing:

- standardised requirements (forces buying to the same specifications)
- Aggregated volumes (forces buying together)
- Collaboratively managed contracts and suppliers (dealing with suppliers as ‘the police service’ rather than up to 43 separate organisations).<sup>50</sup>

We welcome a recent project on vehicle procurement led by West Midlands Police which has seen 34 police and emergency services organisations work together and sign a contract for 3,000 vehicles which will save £7 million.<sup>51</sup>

48. Phil Gormley told us that the unified procurement process in Scotland, facilitated by having a single force, provides consistency in procurement and helps him to deliver a national service.<sup>52</sup> We questioned the College of Policing about its role in procurement and specifically about the example of body-worn cameras. Alex Marshall told us that the College set the standards about how such cameras should be used, what benefit can be realised from them and whether they are a good use of public money, but “in terms of procurement and the technical standards, that is not an area that the College is involved in”. He also indicated that the College did not wish to take on this role.<sup>53</sup>

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48 National Audit Office, [Police Procurement](#), 23 March 2013, HC 1046

49 The report was produced by a ‘Silver Group’ of Police and Crime Commissioners, Chief Constables and other senior officers and representatives from HMIC, Home Office, and the College of Policing. The group sat beneath the Home Office ‘Gold Group’ on police finance and related issues. The group was established in 2014 with the aim of building a common cross-policing evidence base in preparation for the 2015 Spending Review; Silver Group, [Evidence Report to Gold Group](#), 14 April 2015.

50 Silver Group, [Evidence Report to Gold Group](#), 14 April 2015

51 West Midlands Police, [WMP leads biggest vehicle procurement in UK policing history](#), 9 December 2015

52 Q235

53 Q122

49. **Current police procurement is clearly inefficient. Given the obvious savings that could be made by collaboration between forces, or even by centralising procurement, we were surprised to learn that no central advice is given by the College on procurement or technical specifications, particularly for new equipment that is being trialled such as body-worn cameras. It appears a waste that leading experts on specialist equipment are under one roof at the College of Policing but that they are not involved in advising forces on which equipment they use. As a minimum the College should have an advisory role in the procurement of specialist equipment.**

50. **It is astonishing, not just that forces cannot agree common standards for procurement, but that such a situation arises in the first place. It is self-evident that equipment should be standardised across policing because it could reduce purchasing and training costs and increase interoperability when forces work together. We welcome the efforts of those forces that do collaborate on procurement but much more progress is required if standardisation of equipment and greater value for money is to be achieved. If we do not see significant improvements in this area by the time we return to this issue in 2017 then we may decide that the College of Policing needs to take on a more central role in police procurement, for example by specifying the standard equipment which forces should be purchasing, in the same way that it sets standards in other areas of policing. We call on the Home Office to provide an update on the Collaborative Law Enforcement Procurement Programme (CLEP).**

## Register of members

51. In December 2013, the College of Policing introduced a national ‘disapproved register’ of officers struck-off from the police service, which is available for use by vetting and anti-corruption officers. The Policing and Crime Bill currently before Parliament will give the College the power to expand and strengthen this register. As well as being required to report the dismissal of police officers to the College of Policing, police forces will also be required to report members who have left the force but are subject to disciplinary proceedings. Police forces will also have a duty to consult the list, so that officers are not re-employed by the same or another force.

52. Chief Constable Alex Marshall told us that the College wanted to hold a register of all those who worked in policing, akin to the powers held by chartered organisations. A chartered organisation holds a register of its members, and it has the power to admit members to that register and the power to strike them off. Alex Marshall told us “We do not have that legal power to hold a register at the moment. Particularly in high risk areas for the public—the public use of firearms or investigating child abuse might be two examples—we would like to pursue the ability to maintain a register or licence to practice.”<sup>54</sup> He explained that a licence would allow the College to make sure that those working in high risk areas had the appropriate skills and were provided with the necessary support. Furthermore, “the public would know that they will see a consistent qualification and consistent application of those skills in every part of the country”.<sup>55</sup>

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54 Q152

55 Q186

53. We also asked Alex Marshall whether the scope of the College's work on setting standards should extend to civilian staff. He told us "we can set regulations for the police officers. We do not have the same authority over police staff. With the police workforce changing, that does seem to us an anomaly."<sup>56</sup>

**54. We recommend that the College of Policing be given the legal power to hold a register of people who work in policing and responsibility for admitting and striking people off that register and, where appropriate, to license individuals to work in particularly high-risk aspects of policing. This will help achieve a consistency of service and ensure that those officers receive the support and training they require. We also recommend that the College of Policing's power to set regulations and standards be extended to civilian staff.**

## 4 Working with higher education

55. Our predecessor Committee noted that the creation of the College of Policing was “an opportunity to link the world’s best universities with the world’s best police force.”<sup>57</sup> It recommended that:

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 force.<sup>58</sup>

56. We were pleased to hear from the College that progress was being made in this area and that the College and individual police forces were establishing relationships with academics, universities and colleges. The College states on its website that one of its key functions is to be a catalyst for the development and use of knowledge and research by and for those who work in policing. As part of this the College hosts the What Works Centre for Crime Reduction, an initiative which involves collaboration between police forces and educational institutions. Rachel Tuffin, Director of Research, Knowledge and Education at the College of Policing, explained to us that the centre provides “a very neutral and rigorous standard of evidence through reviewing all of the crime reduction evidence that is available and publishing that in a toolkit.”<sup>59</sup>

57. The College also takes a coordinating role across the country, commissioning research and setting up regional networks, so that universities, further education colleges and police forces can work together to learn from best practice. To ensure that the evidence base continues to build, a £10 million Knowledge Fund was established in January 2015. Funded jointly by the Home Office and the Higher Education Funding Council for England, the fund exists to support collaborations between police forces and academic institutions to develop evidence that can be shared across policing.

58. As part of this inquiry we took evidence from Dr Anya Hunt, Chief Executive of the Chartered Society of Forensic Sciences. Dr Hunt told us that police officers were taking up some of the training and competency assessments offered by her Society rather than that offered by the College of Policing. In Dr Hunt’s view this could be explained in part by the independence of the Society. Dr Hunt explained:

I think some of the advantages that the forensic community offers are that we have a fully self-sustaining financial model, and we are 100% independent of the police force. For example, we offer a certificate of competence for crime scene investigation, and that is being taken up by police forces because of the independent element and the fact that it is seen to be fit for purpose and offering good value for money.<sup>60</sup>

57 Home Affairs Committee, Tenth Report of Session 2014–15, [Evaluating the new architecture of policing: the College of Policing and the National Crime Agency](#), HC 800

58 Home Affairs Committee, Tenth Report of Session 2014–15, [Evaluating the new architecture of policing: the College of Policing and the National Crime Agency](#), HC 800

59 Q114

60 Q86

59. Our predecessors recommended much closer collaboration between policing and universities and it is satisfying to see this work developing. **The College of Policing should consider utilising the training and accredited schemes available from other, relevant organisations such as the Chartered Society of Forensic Sciences, within its own programme of professional development. Working closely with other, specialist organisations and referring officers to them will broaden the range of training that the College is able to support, reduce duplication of effort in areas of overlap, and provide valuable opportunities for police officers to gain accredited qualifications and increase their knowledge base. This has clear long-term benefits for policing in England and Wales.**

60. We are concerned that individual forces might be setting up their own arrangements for training and development with local universities, independent of the College of Policing. While we support greater interaction between institutions of higher education and the police service we are concerned that without central coordination such actions risk increasing a sense of inconsistency across the country. **The relationship with academia should be managed centrally by the College of Policing rather than by 43 forces and 43 sets of staff.**

## 5 Governance and financing

### Governance

61. The College of Policing’s Board of Directors is led by an independent Chair, Professor Dame Shirley Pearce. In addition to the Chair, the Board comprises: the Chief Executive; four independent directors; one Chief Constable; one member of police staff; one member from the Superintendent ranks; one member from the Federated ranks; and one Police and Crime Commissioner. The purpose of the College Board is to secure the long-term success of the College of Policing. It sets the strategic direction and the values of the College and ensures that the College meets its obligations to the public, its members, its partners and the Home Secretary, as the sole member of the company. The Board is supported by the Professional Committee, chaired by the Chief Executive. The Professional Committee oversees national standard-setting for the police profession on behalf of the Board and supports the College’s wider strategic objectives. Members of the Committee include representatives from the PCCs and various police staff organisations. Chief Superintendent Thomas and Andy Fittes who gave evidence to our inquiry are members of the Professional Committee.

62. The previous Committee was disappointed at the ethnic composition of the Board. At the time of its report in early 2015, only one board member was from an ethnic minority background. Dame Shirley Pearce told the Committee then that the College was “about to advertise for another independent non-executive director, and we will do all we can to ensure that we use that position to increase the diversity of the board”.<sup>61</sup> That ambition was not realised and there remains just one member of the Board from an ethnic minority background. Dame Shirley also told our predecessors that there were a number of skills gaps on the Board including legal knowledge, educational knowledge and understanding how professional bodies work. The latter two gaps remain unfilled.

**63. It is unacceptable that the Board of the College of Policing has not been able to increase its ethnic minority representation. Moreover, the present position can hardly be described as setting an example for an increase in the number of ethnic minority police officers. We expect this to be addressed urgently, together with the skills gaps that have been identified, at the earliest opportunity.**

### Funding

64. The College of Policing is an Arm’s Length Body of the Home Office and a company limited by guarantee. A long-term aim of the College is to have a greater degree of independence and to achieve royal chartered status. We heard from the Royal College of Nursing that having a royal charter makes a big difference to how the College is perceived.<sup>62</sup> In order to become a chartered institution the College of Policing must reduce its dependence on grant in aid funding and raise more than half of its income itself. At present two-thirds of the College’s income, £39 million out of a total of £63–65 million, comes in the form of support from the Home Office.<sup>63</sup> Of the remainder, about

61 Home Affairs Committee, Tenth Report of Session 2014–15, [Evaluating the new architecture of policing: the College of Policing and the National Crime Agency](#), HC 800, Q139

62 Q69

63 Q127

£21 million comes from income from training and services provided by the College and around £3 million in special grants for individual projects. Alex Marshall explained that the College's grant funding is being reduced which, together with other factors such as changes in National Insurance and pay rises, is putting pressure on the College's budget.<sup>64</sup> He told us that he needed to find around £8 million. He further explained that Treasury rules meant that the College does not have the freedom to charge what it wishes for the training it delivers.<sup>65</sup>

**65. Given the pressures on the College of Policing's budget and the desire on all sides for it to succeed, it seems strange to us that the College is being prevented by Treasury rules from charging what it needs to for the training it delivers. The Government must remove these constraints.**

### *Membership services*

66. Like many of the chartered institutions whose status the College aims to share, one means of raising revenue will be from charging membership fees. It is the intention of the College of Policing for standard membership of the College to be free for police officers for as long as it is possible to provide that level of subsidy. As a minimum, the College has pledged that standard membership will be free for the first three years and for as long they can afford it thereafter. It is envisaged that standard membership will provide police officers and staff with access to services that are required by individuals to fulfil their professional role within policing. These include Authorised Professional Practice (APP), exams and assessment, course and event booking, continuous professional development (CPD) recording, online collaboration and knowledge sharing.<sup>66</sup>

67. An opportunity exists for the College to raise funds by developing a premium membership service. This might include services such as: individual support for those preparing for promotion, access to advanced personal development or specific and specialist research, or training outside the core curriculum. The College also intends to provide categories of membership for those working for partner agencies, providers of services to policing, academic partners and organisations, or policing organisations outside the UK. There would be a charge for those categories of membership as part of the College's aim to generate revenues. Alex Marshall told us that so far the College had been focusing on putting in place the fundamentals of being a profession and looking at high-risk areas for the public rather than pursuing a commercial agenda to increase income.<sup>67</sup>

### *International assistance*

68. A further means of generating income is for the College to provide training to police forces overseas and the College is continuing to develop its business abroad. Since the College's inception in 2012 it has generated over £8.5 million from its international work.<sup>68</sup>

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64 Q108

65 Q109

66 Home Affairs Committee, Tenth Report of Session 2014–15, [Evaluating the new architecture of policing: the College of Policing and the National Crime Agency](#), HC 800, written evidence [COP005](#)

67 Q106

68 College of Policing, [FAQ on the College's work in international training](#), 8 June 2016

The College has provided policing assistance over a range of disciplines including: crime scene investigation, forensics, child abuse, counter-terrorism, organised crime, hi-tech crime, leadership, developing senior women, and anti-money laundering investigations.<sup>69</sup>

69. Questions have rightly been raised over some aspects of the College's international work, particularly with regard to some of the countries with which the College is engaged. It has worked with almost 60 different countries but that list includes those with regimes where human rights and civil liberties are either non-existent or where abuses occur on a regular basis. It has been suggested that by providing policing assistance to countries such as Saudi Arabia the College may indirectly be helping to facilitate the human rights abuses perpetrated by those regimes.<sup>70</sup> This is a legitimate concern and one we raised with both Alex Marshall and Phil Gormley of Police Scotland, which also carries out such work.

70. In order for both Police Scotland and the College of Policing to provide international assistance, any requests must first go through the International Police Assistance Brief (IPAB) clearing process. This involves the proposals being disseminated to a group of 18 police, law enforcement and government stakeholders.<sup>71</sup> There follows a two-week period during which "concerns or issues can be raised, synergies sought and duplication avoided".<sup>72</sup> All IPAB submissions include a consideration of human rights, indeed, in the case of Saudi Arabia the College itself highlighted human rights concerns as a potential 'risk' in its submission to IPAB.<sup>73</sup>

71. The College of Policing told us that, "in sensitive cases and particularly where there may be human rights concerns, proposals are submitted to Ministers for their steer."<sup>74</sup> The Foreign Office assesses proposals for working with other governments using the classified Overseas Security and Justice Assistance (OSJA) guidance. At the end of the consultation period (and following any ministerial decisions) the proposal is sent to the National Police Chiefs' Council lead for International Policing, Chief Constable Andy Marsh, who then decides whether he supports the proposal.<sup>75</sup>

72. The College of Policing is clear that it would not take forward work if Ministers have rejected the proposals or Chief Constable Marsh has not endorsed them. Alex Marshall explained that:

The College would never provide training, or support the use of its products, in a country which was considered to be using British resources for unethical purposes. [ ... ] The College would consider it a disappointing lack of due diligence if a proposed formal contract had to be rejected on the basis of further human rights guidance from IPAB.<sup>76</sup>

69 College of Policing, [FAQ on the College's work in international training](#), 8 June 2016

70 Reprieve, [UK training Saudi police in CSI techniques that risk torture](#), 7 June 2016

71 Those stakeholders are: Home Office, Foreign & Commonwealth Office, Department for International Development, Ministry of Justice, Ministry of Defence, Stabilisation Unit, Department of Justice Northern Ireland, Scottish Government, Police Scotland, Police Service of Northern Ireland, Metropolitan Police Service, City of London Police, Ministry of Defence Police and Guarding Agency, National Crime Agency, Crown Prosecution Service, UK Trade & Industry, Criminal Records Office, and the College of Policing

72 Letter from Chief Constable Alex Marshall to the Chair of the Committee, 10 May 2016, [COP0003](#)

73 See [response to FOI request](#) submitted by Reprieve

74 Letter from Chief Constable Alex Marshall to the Chair of the Committee, 10 May 2016, [COP0003](#)

75 Chief Constable Marsh does not grant 'authority' but decides whether to give it his considered support.

76 Letter from Alex Marshall, Chief Executive, College of Policing, to the Chair of the Committee, 14 June 2016, [COP0007](#)

Alex Marshall confirmed that the College's international programmes "are always consistent with the British model of policing by consent" and "always include consideration of respect for human rights".<sup>77</sup>

73. We asked the College of Policing for details of their overseas work. Alex Marshall told us that he was advised by the Foreign Office not to answer our questions on this matter and cited reasons of commercial confidentiality and security.<sup>78</sup> We wrote to the Foreign Secretary, Rt Hon Philip Hammond MP, but again no information was forthcoming. He replied that:

[ ... ] due to the methodology utilised by the Kingdom of Saudi Arabia in its tendering and contracting, i.e. Non-Disclosure Agreements, the details of any commercial activity between a UK Supplier and the Ministries of the Government of the Kingdom of Saudi Arabia remain commercially sensitive and confidential in nature.<sup>79</sup>

74. This contrasts with the openness of Chief Constable Phil Gormley to whom we put the same questions. Mr Gormley was able to tell us that in relation to the specific countries about which we inquired, "the total amount of income received since 1 April 2013 has been Sri Lanka £713,646, South Sudan £229,157 and UAE £119,812". Mr Gormley further explained that there have been nine requests that Police Scotland has not supported in the last three years due to security and safety concerns. We also note that a Freedom of Information request submitted by Reprieve and published by the BBC has already revealed information about assistance being delivered by the College of Policing to Saudi Arabia.<sup>80</sup>

75. Following our evidence session and a request for further information, Alex Marshall reiterated the College and FCO's stance:

The College has *not* disclosed the details of individual foreign contracts due to the risk of exposing certain countries' vulnerabilities and, on the advice of the Foreign and Commonwealth Office (FCO), to avoid prejudicing the UK's international relations. [ ... ] Additionally a number of countries expressed objection to disclosure of details of what the College has provided to them and how much it was paid per purchase [ ... ] the FCO have advised us that if we released that information it would negatively affect our national interests.<sup>81</sup>

**76. We fully support the UK assisting police forces in other countries to improve the service they provide. The College of Policing has been put under pressure by the Home Office to raise revenue, including through providing overseas training, and we support its efforts in doing so. We note in passing the College's insistence that as far as England and Wales are concerned they do not see themselves as a training body but as a standards setting body. The UK brand of policing is rightly respected internationally and should be disseminated as widely as possible. However, the provision of training**

77 Letter from Alex Marshall, Chief Executive, College of Policing, to the Chair of the Committee, 14 June 2016, [COP0007](#)

78 Qq137-142 and COP0009

79 Letter from the Foreign Secretary to the Chair of the Committee, 23 May 2016, [COP0005](#)

80 BBC News Online, [Torture fears as British police train Saudis](#), 7 June 2016 and specifically the [response to FOI request](#) submitted by Reprieve

81 Letter from Alex Marshall, Chief Executive, College of Policing, to the Chair of the Committee, 14 June 2016, [COP0007](#)

on the basis of opaque agreements, sometimes with foreign governments which have been the subject of sustained criticism, threatens the integrity of the very brand of British policing that the College is trying to promote. It simply smacks of hypocrisy.

77. Deciding whether the UK should enter into contracts with certain countries will involve difficult decisions, and ones which may often be based on factors which go beyond the contract themselves. There must be more transparency in the process and Parliament must not be denied the opportunity for proper scrutiny. It is unacceptable that the College, and the Foreign Office on whose advice the College is required to act, have been unwilling to answer our direct questions regarding the basis on which international assistance is provided. This is particularly worrying given that Freedom of Information requests have already put much of the information in the public domain and the Chief Constable of Police Scotland, Phil Gormley, has been able to provide us with details about its arrangements without hesitation.

78. To ensure that there is proper transparency and accountability, the College must be open about the nature of the international work that it provides. As a minimum this must include basic details about the training provided and the risk assessment of the training's potential impact on human rights in the country involved. We also recommend that foreign governments confirm in writing the purposes for which the training will be used and that the UK Government secure a written guarantee that the training will not include any purposes deemed unethical by the UK Government.

79. We wrote to the Foreign Secretary to ask him to clarify the general policy of approving international contracts. He replied only on contracts with Saudi Arabia despite the fact that we had not asked about individual contracts but general figures such as those provided by Police Scotland. The Foreign Office should not hide behind any relationship with foreign governments under the guise of 'commercial sensitivity'. For a Foreign Secretary to act in this manner and tell the British Parliament that it cannot disclose such important information is totally unacceptable. Based on his reply we question whether the Overseas Security and Justice Assistance guidance is fit for purpose.

80. We understand that Chief Constable Andy Marsh, the National Police Chiefs' Council lead on International Policing, has been in discussion with the Government on a cross-government strategy for international policing, the aim of which is to provide further clarity on the ambition for British policing abroad. This is welcome and we recommend the Government accelerate the development of such a strategy which we want to see by the time we revisit this report.

81. The College should consider whether there is anything more it can do to help countries that have experienced the sinister effects of terrorism. The example we offer is Tunisia. Since the terrorist attack near Sousse in June 2015, UK Government advice is for British citizens to avoid travelling to that country. The consequences have been devastating for the Tunisian economy and those whose livelihoods depended on tourism. There has been a 90% fall in UK visitors to Tunisia in the first four months of this year compared to a similar period a year ago. If there was a role for the College of Policing to help countries that have suffered in this way to improve their security this

**is a clear and obvious example. Such assistance should be part of the UK Government's bilateral support to Tunisia to improve its security to a level which would facilitate the regeneration of tourism and safe travel to these destinations and would be in line with the Prime Minister's June 2015 pledge to help Tunisia strengthen its security and the general wish of both Government and Parliament that terrorism should not win.**

## 6 Conclusion

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82. This is the third time the Home Affairs Committee has considered the role and work of the College of Policing. We find that the College is improving but that some of the issues we have previously identified remain to be resolved. The College needs to do more to convince rank and file officers of its role in policing. We also find that those in charge of the police forces, the Chief Constables and Police and Crime Commissioners, are still failing to implement guidance and adopt best practice and this remains a key challenge to the College's ambition of embedding national standards. This is unacceptable. In this Report we propose a number of measures which we believe will help address the problem of inconsistent standards in policing across England and Wales.

83. Change to the culture and structure of policing in England and Wales will not happen overnight. Progress is being made but, as Alex Marshall recognises, there is a long way to go. We will continue to monitor the work of the College of Policing during this Parliament.

# Conclusions and recommendations

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## Recognition

1. We consider that the College of Policing is now a permanent and essential part of the new landscape of policing, which began to take shape in 2010. We acknowledge that it takes time for any new organisation to find its feet. Nevertheless it is disappointing to find that, more than three years since its inception, there has been only limited progress in the extent to which the College of Policing is recognised and respected by the rank and file members of the police service. For it to achieve its core purpose, the College must become an integral part of the policing structure in England and Wales. The College's Chief Executive, Chief Constable Alex Marshall, and his team have made an impressive start and we would like to place on record our appreciation for how he, and the College, have engaged with the Committee as a model for others to follow. However, the College has more work to do to build a strong relationship with police officers. Success will not be achieved by their efforts alone. It is incumbent on the 43 Chief Constables across England and Wales to fully support the work of the College; but, as we will set out later in this Report, we do not believe sufficient support has been forthcoming to date. (Paragraph 9)

## Consistency and standards

2. We welcomed the introduction of a Code of Ethics for the police forces of England and Wales as an important and necessary step forward for the police service and we expect it to be taken seriously by Chief Constables. We agree with Her Majesty's Inspectorate of Constabulary (HMIC) that it is unacceptable that police forces in England and Wales are failing to embed the College of Policing's Code of Ethics. If policing is to move on from controversies and scandals such as Hillsborough and undercover policing then reassuring the public of the integrity of those involved must be the first priority. The College and the National Police Chiefs' Council must work harder to ensure that the Code is instilled "in the DNA" of serving officers. The College must set out what additional steps it is taking, including what practical benchmarks it is proposing in light of the HMIC report, to ensure that the Code of Ethics is fully embraced by Chief Constables and serving officers so that it becomes rooted in police culture, throughout the ranks. Alex Marshall informed us that the College of Policing does not have the resources to audit progress made in individual forces in implementing the Code of Ethics. The College must set out how it intends to tackle this problem. (Paragraph 14)
3. The Code of Ethics should be viewed by serving officers as having the equivalent status of the Hippocratic Oath. They should be required to acknowledge the Code formally by signing a copy of it at the end of their training. We recommend that the Code of Ethics and the Police (Conduct) Regulations are consolidated and made enforceable and that the resulting single document is put under the control of the College of Policing. (Paragraph 15)

4. The alarming lack of consistency across forces illustrates the scale of the challenge facing the College of Policing as it endeavours to implement a national approach to raising standards. We support the concept of national standards, whereby a police officer in Leicestershire can be judged by the same criteria as one based in Suffolk. Chief Constables must not disregard the advice of the College of Policing—that advice is part of the reason we have a College in the first place. (Paragraph 18)
5. We share the concern expressed by the Chief Inspector of Constabulary, Sir Tom Winsor, about the failure of some forces to comply with statutory Codes of Practice, in relation to stop and search powers specifically but also best practice guidance in general. It is bound to be the case that different communities will require different approaches to policing but, using the specific example of stop and search, an individual in one part of the country should not have a different experience of those powers to someone in a neighbouring area. Individual Chief Constables and Police and Crime Commissioners must adhere to the guidance and statutory Codes set down by the College of Policing. Their failure to do so is unacceptable and leads us to question whether there is an enforcement deficit in the oversight of policing in England and Wales. The Government must set out the steps it is taking to address this failure and promote better compliance. (Paragraph 20)

### Recruitment and training

6. There must be a standard recruitment process with standard entry requirements for someone wishing to become a police officer in England and Wales. We support both graduate and non-graduate entry to policing but the standards should be the same no matter which force an applicant is wishing to join. (Paragraph 23)
7. If there is to be proper consistency in policing then this should start with the first contact between an applicant and the police. Setting standards which 43 individual forces then follow as they choose is inefficient, confusing and breeds inconsistency. It also prevents applicants to an oversubscribed force from being offered places elsewhere if other forces carry vacancies. We recommend that police recruitment be centralised and then overseen by an expanded College of Policing. This approach will deliver a more effective, efficient and consistent system of police recruitment. Such arrangements are commonplace for entry into other institutions such as nursing, a profession highly valued and respected, are used by the higher education sector via the UCAS system, and have already been shown to work well in Police Scotland. We see no reason why it would not be equally effective for policing in England and Wales. The College of Policing should set out how it could implement such a scheme. (Paragraph 24)
8. The concerns we have heard throughout our inquiry, as well as those raised by the HMIC, lead us to conclude that the Scottish model of one recruitment process, and one training college, for all entry-level police officers has much to recommend it. Training of all new recruits at the same place, and by the same people, has the benefit of ensuring that best practice and national standards are recognised and embedded from the very beginning of a police officer's career. It also helps to promote consistency in practices and processes across the police service and there

are clear efficiencies in operating a single system of recruitment and training. The modernising of police recruitment sits within the Government's revolution of policing which the Home Secretary set in motion in 2010. (Paragraph 29)

9. The problem of inconsistent practice in the training of new recruits—as identified by the College of Policing—must be resolved. A single training college would address many of the problems we have identified but we are cognisant of the challenges involved in creating such a facility. Instead, we recommend the Government consider introducing a number of regional hubs, overseen by the College of Policing, who would have staff embedded at these training centres. Regional based policing already operates to deal with organised and serious crime: there are 10 Regional Crime Organised Units (ROCU) in England and Wales. Regional training centres could have a similar geographic coverage. (Paragraph 31)
10. The College of Policing should be at the centre of an officer's career from the outset and our proposal would address current concerns about a lack of recognition of the College by police officers. As with the Scottish model, we would expect parts of a police officer's training to be delivered locally by the applicant's chosen force, as it is now, but it is our view that there are clear advantages in the initial training being delivered by as few bodies as possible. Training provided by these bodies should also be extended to police civilian staff. (Paragraph 32)

### Qualifications, accreditation and professional development

11. We support the College of Policing's ambition to professionalise the police service and its proposals for degree-level entry have merit, but it is clear that many police officers remain to be convinced by the College's proposals. We have noted the Police Federation's concerns that the requirement for potential applicants to self-fund a degree before they can join may deter potential applicants and may particularly disadvantage those from low-paid backgrounds. These concerns must be addressed by the College of Policing when it publishes the outcome of its consultation later this year. (Paragraph 41)
12. The College has also suggested an apprenticeship entry route. Careful consideration will need to be given to the appropriate level of pay if this route is to serve its purpose as a genuine alternative for those who would find it difficult to pursue a degree. In our *Police Diversity* inquiry we found that police forces are not sufficiently representative of the communities they serve. This is a serious problem that has to be addressed. Efforts to professionalise the police force must not lead to it being less representative. Any move toward degree-level entry should also have regard to our proposal that the initial part of training for new recruits should be at a central or regional college run by the College of Policing. (Paragraph 42)
13. We acknowledge the concerns from serving officers that the focus on degrees could lead those without them feeling less valued. However, if implemented sensitively, the College's proposals could make a positive impact on policing. Many officers are already pursuing academic qualifications and undertaking research alongside their policing careers and this is delivering tangible benefits to policing. Equally, many serving officers are already operating at degree level and above and those skills should be recognised. (Paragraph 44)

14. If the College is to push officers to continue their professional development then senior officers must fully support such initiatives and allow those individuals who wish to develop their skills the time and opportunity to do so. We support the College's efforts to professionalise policing and the first step should be to focus on supporting and recognising the tremendous work carried out on a daily basis by serving officers. (Paragraph 45)

### Procurement

15. Current police procurement is clearly inefficient. Given the obvious savings that could be made by collaboration between forces, or even by centralising procurement, we were surprised to learn that no central advice is given by the College on procurement or technical specifications, particularly for new equipment that is being trialled such as body-worn cameras. It appears a waste that leading experts on specialist equipment are under one roof at the College of Policing but that they are not involved in advising forces on which equipment they use. As a minimum the College should have an advisory role in the procurement of specialist equipment. (Paragraph 49)
16. It is astonishing, not just that forces cannot agree common standards for procurement, but that such a situation arises in the first place. It is self-evident that equipment should be standardised across policing because it could reduce purchasing and training costs and increase interoperability when forces work together. We welcome the efforts of those forces that do collaborate on procurement but much more progress is required if standardisation of equipment and greater value for money is to be achieved. If we do not see significant improvements in this area by the time we return to this issue in 2017 then we may decide that the College of Policing needs to take on a more central role in police procurement, for example by specifying the standard equipment which forces should be purchasing, in the same way that it sets standards in other areas of policing. We call on the Home Office to provide an update on the Collaborative Law Enforcement Procurement Programme (CLEP). (Paragraph 50)

### Register of members

17. We recommend that the College of Policing be given the legal power to hold a register of people who work in policing and responsibility for admitting and striking people off that register and, where appropriate, to license individuals to work in particularly high-risk aspects of policing. This will help achieve a consistency of service and ensure that those officers receive the support and training they require. We also recommend that the College of Policing's power to set regulations and standards be extended to civilian staff. (Paragraph 54)

### Working with higher education and specialist organisations

18. The College of Policing should consider utilising the training and accredited schemes available from other, relevant organisations such as the Chartered Society of Forensic Sciences, within its own programme of professional development. Working closely with other, specialist organisations and referring officers to them will broaden the

range of training that the College is able to support, reduce duplication of effort in areas of overlap, and provide valuable opportunities for police officers to gain accredited qualifications and increase their knowledge base. This has clear long-term benefits for policing in England and Wales. (Paragraph 59)

19. We are concerned that individual forces might be setting up their own arrangements for training and development with local universities, independent of the College of Policing. While we support greater interaction between institutions of higher education and the police service we are concerned that without central coordination such actions risk increasing a sense of inconsistency across the country. The relationship with academia should be managed centrally by the College of Policing rather than by 43 forces and 43 sets of staff. (Paragraph 60)

### Governance and financing

20. It is unacceptable that the Board of the College of Policing has not been able to increase its ethnic minority representation. Moreover, the present position can hardly be described as setting an example for an increase in the number of ethnic minority police officers. We expect this to be addressed urgently, together with the skills gaps that have been identified, at the earliest opportunity. (Paragraph 63)
21. Given the pressures on the College of Policing's budget and the desire on all sides for it to succeed, it seems strange to us that the College is being prevented by Treasury rules from charging what it needs to for the training it delivers. The Government must remove these constraints. (Paragraph 65)

### International assistance

22. We fully support the UK assisting police forces in other countries to improve the service they provide. The College of Policing has been put under pressure by the Home Office to raise revenue, including through providing overseas training, and we support its efforts in doing so. We note in passing the College's insistence that as far as England and Wales are concerned they do not see themselves as a training body but as a standards setting body. The UK brand of policing is rightly respected internationally and should be disseminated as widely as possible. However, the provision of training on the basis of opaque agreements, sometimes with foreign governments which have been the subject of sustained criticism, threatens the integrity of the very brand of British policing that the College is trying to promote. It simply smacks of hypocrisy. (Paragraph 76)
23. Deciding whether the UK should enter into contracts with certain countries will involve difficult decisions, and ones which may often be based on factors which go beyond the contract themselves. There must be more transparency in the process and Parliament must not be denied the opportunity for proper scrutiny. It is unacceptable that the College, and the Foreign Office on whose advice the College is required to act, have been unwilling to answer our direct questions regarding the basis on which international assistance is provided. This is particularly worrying given that Freedom of Information requests have already put much of the

information in the public domain and the Chief Constable of Police Scotland, Phil Gormley, has been able to provide us with details about its arrangements without hesitation. (Paragraph 77)

24. To ensure that there is proper transparency and accountability, the College must be open about the nature of the international work that it provides. As a minimum this must include basic details about the training provided and the risk assessment of the training's potential impact on human rights in the country involved. We also recommend that foreign governments confirm in writing the purposes for which the training will be used and that the UK Government secure a written guarantee that the training will not include any purposes deemed unethical by the UK Government. (Paragraph 78)
25. We wrote to the Foreign Secretary to ask him to clarify the general policy of approving international contracts. He replied only on contracts with Saudi Arabia despite the fact that we had not asked about individual contracts but general figures such as those provided by Police Scotland. The Foreign Office should not hide behind any relationship with foreign governments under the guise of 'commercial sensitivity'. For a Foreign Secretary to act in this manner and tell the British Parliament that it cannot disclose such important information is totally unacceptable. Based on his reply we question whether the Overseas Security and Justice Assistance guidance is fit for purpose. (Paragraph 79)
26. We understand that Chief Constable Andy Marsh, the National Police Chiefs' Council lead on International Policing, has been in discussion with the Government on a cross-government strategy for international policing, the aim of which is to provide further clarity on the ambition for British policing abroad. This is welcome and we recommend the Government accelerate the development of such a strategy which we want to see by the time we revisit this report. (Paragraph 80)
27. The College should consider whether there is anything more it can do to help countries that have experienced the sinister effects of terrorism. The example we offer is Tunisia. Since the terrorist attack near Sousse in June 2015, UK Government advice is for British citizens to avoid travelling to that country. The consequences have been devastating for the Tunisian economy and those whose livelihoods depended on tourism. There has been a 90% fall in UK visitors to Tunisia in the first four months of this year compared to a similar period a year ago. If there was a role for the College of Policing to help countries that have suffered in this way to improve their security this is a clear and obvious example. Such assistance should be part of the UK Government's bilateral support to Tunisia to improve its security to a level which would facilitate the regeneration of tourism and safe travel to these destinations and would be in line with the Prime Minister's June 2015 pledge to help Tunisia strengthen its security and the general wish of both Government and Parliament that terrorism should not win. (Paragraph 81)

## Annex: Police force headcount and recruitment

The table below provides recent recruitment figures across the different forces and the current overall officer headcount of each of those forces.

Police Force by region	Joiners at Constable rank 1 April 2012–31 March 2013	Joiners at Constable rank 1 April 2013–31 March 2014	Standard direct recruits and previous Special Constables 1 April 2014–31 March 2015	Headcount (as at 31 March 2015)
<b>North East</b>				
Cleveland	0	0	24	1,326
Durham	53	2	0	1,169
Northumbria	20	99	77	3,514
<b>North West</b>				
Cheshire	75	18	105	1,952
Cumbria	60	110	72	1,143
Greater Manchester	52	98	52	6,703
Lancashire	51	44	58	2,919
Merseyside	80	255	44	3,794
<b>Yorkshire and the Humber</b>				
Humberside	16	26	15	1,614
North Yorkshire	43	100	63	1,395
South Yorkshire	112	106	28	2,587
West Yorkshire	91	45	107	4,748
<b>East Midlands</b>				
Derbyshire	81	65	64	1,863
Leicestershire	74	113	42	1,955
Lincolnshire	48	31	67	1,100
Northamptonshire	86	31	72	1,229
Nottinghamshire	16	165	63	2,102
<b>West Midlands</b>				
Staffordshire	0	28	46	1,714
Warwickshire	2	39	51	828
West Mercia	21	14	136	2,014
West Midlands	1	0	166	7,133
<b>Eastern</b>				
Bedfordshire	9	16	111	1,073
Cambridgeshire	85	54	53	1,362
Essex	95	89	117	3,069
Hertfordshire	71	57	103	1,911
Norfolk	80	119	67	1,569
Suffolk	71	86	1	1,147

Police Force by region	Joiners at Constable rank 1 April 2012–31 March 2013	Joiners at Constable rank 1 April 2013–31 March 2014	Standard direct recruits and previous Special Constables 1 April 2014–31 March 2015	Headcount (as at 31 March 2015)
<b>London</b>				
London, City of	0	25	12	739
Metropolitan Police	173	2342	3,069	31,877
<b>South East</b>				
Hampshire	104	57	23	3,064
Kent	20	161	173	3,188
Surrey	90	86	52	1,863
Sussex	14	105	150	2,810
Thames Valley	231	291	199	4,365
<b>South West</b>				
Avon & Somerset	25	91	96	2,707
Devon & Cornwall	0	176	125	3,068
Dorset	0	13	70	1,272
Gloucestershire	19	68	30	1,165
Wiltshire	50	28	30	1,015
<b>Wales</b>				
Dyfed-Powys	22	57	104	1,176
Gwent	0	25	0	1,229
North Wales	91	65	32	1,487
South Wales	70	124	118	2,864
<b>Total 43 forces</b>	<b>2,302</b>	<b>5,523</b>	<b>6,087</b>	<b>126,818</b>

Source: Home Office, Police Workforce statistics

# Formal Minutes

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**Wednesday 29 June 2016**

Members present:

Keith Vaz, in the Chair

Victoria Atkins

Stuart C McDonald

James Berry

Mr David Winnick

Mr Ranil Jayawardena

Draft Report (*College of Policing: three years on*), proposed by the Chair, brought up and read.

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

Paragraphs 1 to 83 read and agreed to.

Annex agreed to.

*Resolved*, That the Report be the Fourth 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 Monday 4 July at 3.45 pm.]

# Witnesses

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The following witnesses gave evidence. Transcripts can be viewed on the [inquiry publications page](#) of the Committee's website.

## Tuesday 19 April 2016

*Question number*

**Steve White**, Chair, Police Federation of England and Wales, **Andy Fittes**, General Secretary, Police Federation of England and Wales, and **Chief Superintendent Gavin Thomas**, President Elect, Police Superintendents Association of England and Wales

[Q1–67](#)

**Dr Anya Hunt**, Chief Executive, Chartered Society of Forensic Sciences, and **Janet Davies**, FRCN, Chief Executive and General Secretary, Royal College of Nursing

[Q68–104](#)

**Chief Constable Alex Marshall**, CEO and Accounting Officer, College of Policing, and **Rachel Tuffin**, Director of Research, Knowledge and Education, College of Policing

[Q105–204](#)

## Tuesday 24 May 2016

**Chief Constable Phil Gormley QPM**, Police Scotland

[Q205–268](#)

## Published written evidence

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The following written evidence was received and can be viewed on the [inquiry publications page](#) of the Committee's website.

COP numbers are generated by the evidence processing system and so may not be complete.

- 1 Alex Marshall, Chief Executive, College of Policing ([COP0004](#))
- 2 Alex Marshall, Chief Executive, College of Policing ([COP0007](#))
- 3 Chief Constable Phil Gormley QPM, Police Scotland ([COP0006](#))
- 4 College of Policing supplementary ([COP0003](#))
- 5 Janet Davies, Chief Executive and General Secretary, Royal College of Nursing ([COP0002](#))
- 6 Robin Wilkinson, Director of People and Change, Metropolitan Police ([COP0001](#))
- 7 Rt Hon Philip Hammond MP, Foreign Secretary ([COP0005](#))
- 8 Rt Hon Philip Hammond MP, Foreign Secretary ([COP0008](#))

# List of Reports from the Committee during the current Parliament

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All publications from the Committee are available on the [publications page](#) of the Committee's website.

The reference number of the Government's response to each Report is printed in brackets after the HC printing number.

## Session 2016–17

First Report	Police diversity	HC 27
Second Report	The work of the Immigration Directorates (Q4 2015)	HC 22
Third Report	Prostitution	HC 26
First Special Report	The work of the Immigration Directorates (Q3 2015): Government Response to the Committee's Sixth Report of Session 2015–16	HC 213

## Session 2015–16

First Report	Psychoactive substances	HC 361 (HC 755)
Second Report	The work of the Immigration Directorates (Q2 2015)	HC 512 (HC 693)
Third Report	Police investigations and the role of the Crown Prosecution Service	HC 534
Fourth Report	Reform of the Police Funding Formula	HC 476
Fifth Report	Immigration: skill shortages	HC 429 (HC 857)
Sixth Report	The work of the Immigration Directorates (Q3 2015)	HC 772 (HC 213)
Seventh Report	Police and Crime Commissioners: here to stay	HC 844
First Special Report	The work of the Immigration Directorates: Calais: Government Response to the Committee's Eighteenth Report of Session 2014–15	HC 380
Second Special Report	Out-of-court Disposals: Government Response to the Committee's Fourteenth Report of Session 2014–15	HC 379
Third Special Report	The work of the Immigration Directorates (Q2 2015): Government Response to the Committee's Second Report of Session 2015–16	HC 693
Fourth Special Report	Psychoactive substances: Government Response to the Committee's First Report of Session 2015–16	HC 755
Fifth Special Report	Immigration: skill shortages: Government Response to the Committee's Fifth Report of Session 2015–16	HC 857