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House of Commons
Home Affairs Committee

**Leadership and
standards in the police:
College of Policing
Response to the
Committee's Third
Report of Session
2013–14**

**Second Special Report of Session
2013–14**

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Home Affairs Committee

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

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The 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.

Publication

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

Committee staff

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

Contacts

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Second Special Report

On 1 July 2013 the Home Affairs Committee published its Third Report of Session 2013–14, *Leadership and standards in the police*, HC 67-I. The College of Policing's response to the Report was received on 22 October 2013, and is published as an Appendix to this Special Report.

Appendix: College of Policing response

This report responds to the recommendations made by the Home Affairs Committee in its report 'Leadership and standards in the police' published on 1 July 2013. We have focussed on recommendations that we consider relevant to the College of Policing.

Conclusion/ recommendation 1

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

College Response

The College of Policing has begun work on an Integrity Programme which will address this recommendation. We are aiming to deliver final products from April 2014 and are currently working on the following:

Evidence base

- The development of an evidence-base on what works in preventing wrongdoing and more broadly to support good practice and continuous professional development. It will promote more confident decision-making and exercise of professional judgement.

Ethics

- The development of a draft Code of Ethics applicable to all involved in the police service, which will set out core values for policing as well as the standards of behaviour expected of all police personnel and will refer to the existing National Decision Model (NDM). We will be consulting widely on a draft Code of Ethics in October

- The creation of a Police OnLine Knowledge Area (POLKA) community for ethics and integrity.

Transparency

- The development of a single register of Chief Officer pay and reward packages, gifts & hospitality and business interests
- Early development of a 'struck off' register

Vetting

- A draft vetting code of practice
- An accredited course for vetting officers

Conclusion/ recommendation 4

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

College response

The College is conscious that officers of varying levels of seniority who retire from the police service have sought-after skills and experience and some of these former officers are employed overseas, sharing their experience. The College currently maintains a pool of Associates with whom it engages on a contractual basis, consisting of retired and serving Police Officers with appropriate skills and experience. They are deployed by the College nationally and internationally, predominantly within the field of training and development. The College of Policing will explore a licensing and accrediting scheme for those selling 'British policing abroad'.

Conclusion/ recommendation 6

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

College response

There are currently no plans to charge compulsory membership fees. However, we will explore all forms of membership including voluntary subscriptions as we develop our plans for the professional body. Our Strategic Intent (which is available on our website) sets out the potential benefits for members. The governance of the College benefits from the wide range of perspectives that its Directors bring from across policing and other disciplines. In line with good practice and the Code of Corporate Governance, its Nomination and Remuneration Committee will conduct a review of the effectiveness of the Board within the current business year. The review will be evidence-based, in the public interest, inclusive and transparent and will take into consideration this recommendation.

Conclusion/ recommendation 7

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

College Response

See the response to 6.

Conclusion/ recommendation 9

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

College response

The College objectives focus on setting standards across policing. We will look at how officers and staff are assessed as being competent in their role, through assessment of their knowledge, skills and behaviours. The College is not, nor should be involved in a determination of pay. We recognise that the standards set by the College may be used by

other bodies, like the Police Remuneration Review Body, but the assessment of competence will be based on evidence of what works.

Conclusion/ recommendation 11

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

College response

The College will work with forces to introduce a system of continuous professional development. We aim to provide frontline officers and staff with easy access to laws, guidance and evidence based best practice to assist them in making professional judgements and are creating the Code of Ethics as part of this work. All those in policing will be trained in the code and its application. Once agreed, the code will be the standard for all police officers, police staff, volunteers, contractors and those working regularly with the police. Our aim is for it to be embedded across the whole police service.

Conclusion/ recommendation 25

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

College response

Work is underway within the transparency workstream of the College's Integrity Programme to promote consistency and transparency in each force's publication of misconduct outcomes. Consultation has commenced with the Home Office and other stakeholders about changes to police regulations which would allow forces to take misconduct proceedings to a conclusion in cases where officers resign during the course of such proceedings, and to publish the outcomes.

Conclusion/ recommendation 27

The College of Policing must compile a register of officers who have been dismissed, or who retire with disciplinary proceedings pending. It must be obligatory for each force to provide the College with the necessary information and every applicant for policing-related employment must be automatically checked against this register. It must also

establish a scale of fines which should be docked from officer's pensions in cases of the most grave misconduct.

College Response

The College Integrity Programme is consulting on initial proposals for a register of officers dismissed for gross misconduct or who leave prior to a gross misconduct hearing, to prevent their future engagement with the police service or law enforcement. We are also considering applying regulatory changes to underpin such a register. Enhanced vetting procedures were refined in 2012; the College's register will build upon these existing safeguards.

Police regulations already enable a Police and Crime Commissioner to seek the forfeiture of a proportion of the public contribution to an officer's pension where serious criminality is proved. Where an officer is found guilty of such an offence, such forfeiture can be pursued regardless of whether the officer resigned prior to conviction.

Conclusion/ recommendation 28

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

College Response

The Anti-Social Behaviour, Crime and Policing Bill seeks to transfer the power to develop Codes of Practice from the Home Secretary to the College. If the bill receives royal assent the College will have two powers to issue Codes. The first, which Chief Constables will have to have regard to, is a power to issue Codes on police practice and procedure, The second, which both Police and Crime Commissioners and chief constables will have to have regard to, is a power to issue Codes in respect of police staff and third party contractors.

Conclusion/ recommendation 29

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

College Response

In this instance ACPO published College of Policing guidance on its website. The College of Policing is responsible for issuing guidance. The media relationships guidance is owned by the College and has been approved through the College governance process. We are currently in a period of transition as ACPO guidance is revised and reviewed as Authorised Professional Practice within the College.

Conclusion/ recommendation 30

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

College response

The College will have a powerful mandate to set standards of professional practice, issue Codes of Practice with the approval of the Home Secretary and propose changes to Regulations (subject to the successful passage through Parliament of the Anti-social Behaviour, Crime and Policing Bill 2013). We will develop an evidence base to support standards, seek national agreement from all parties in policing when setting them and expect all forces to have due regard to them. Chief Officers will be held to account by Police and Crime Commissioners and Her Majesty’s Inspectorate of Constabulary will inspect forces against these standards.

Conclusion/ recommendation 31

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

College response

The College is creating a Code of Ethics for the police service, please see responses on pages 2 and 4 of this report. Regarding Regulations please see the response above to 6.

Conclusion/ recommendation 32

We welcome the Anti-social Behaviour, Crime and Policing Bill and the speed with which the Government is acting to establish the powers of the College, but recommend that the College's ability to set standards that are binding on chief officers should be made explicit.

College response

Please see the response to: 6.

Conclusion/ recommendation 33

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

College response

The College is developing a national register of chief officer gifts, gratuities and hospitality as part of the Integrity Programme's work, building on the existing post-Leveson ACPO guidelines which reinforced the recommendations of L J Leveson's report in November 2012.

Initial proposals for a single register of chief officer reward packages have been circulated to key stakeholders.

Conclusion/ recommendation 35

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

College response

The College is creating a formal network of police ‘Evidence Champions’ who will engage officers and staff to develop an evidence-based profession, and support regional collaborations where universities and the police work together on shared research and educational priorities.

The champions will provide stakeholder involvement in the College’s “What Works Centre for Crime Reduction” which aims to guide decision-making in public services and ensure knowledge is retained.

The College has produced guidance for forces and universities on running ‘Research Fairs’ where officers, staff and academics come together to match police priority research questions with academic interests, based on a proof of concept delivered with West Midlands Police.

Conclusion/ recommendation 36

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

College response

In order to develop a standardised, evidence-based profession, the College will set standards for evidence included in the policing curriculum, Authorised Professional Practice, selection and promotion. The College will also have a network of evidence based champions and a regional network between universities and police forces for collaboration and standard setting in teaching and research.

Please also see the response to 6.

Conclusion/ recommendation 37

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

College Response

The Certificate in Knowledge of Policing is a formal, recognised qualification which has been developed and rolled out by the College of Policing following support by Chiefs

Constables' Council in December 2011. This is pre-entry training funded by candidates- although there is scope for loans, bursaries and reimbursements.

The College of Policing does not set the costs for the certificate and therefore has no control over the charges. Approved providers currently charge between £500 and £1000. The funding rate approved the SFA for 2013/14 is £724 per candidate, payable to the provider.

Conclusion/ recommendation 46

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

College response

This recommendation is similar to recommendations in the Winsor report into Police Officer and Staff Remuneration which relate to Talent Management. The College of Policing was asked by the Home Office to take forward the Winsor recommendations on direct entry and the commission has been approved by the College Professional Committee. Implementation of those recommendations is now underway. They relate to the following schemes;

- A fast track scheme to inspector. Internal and external candidates are eligible to apply and successful candidates will be promoted to inspector within three years. External candidates must be graduates.
- A direct entry scheme at superintendent rank with a training scheme lasting 15-18 months.
- A plan to facilitate the appointment of chief constables from overseas.

We are working on costed options for the delivery of each scheme and will work with forces on their requirements.

Conclusion/ recommendation 47

The College of Policing must be established as an independent, statutory body with all haste. The status of a company limited by guarantee will stymie the autonomy of the

College; even its temporary location, housed within the Home Office buildings on Marsham Street, could dent its capacity to demonstrate its independence. Honesty, integrity, and transparency should be part of the policing DNA and getting the College of Policing right is essential to achieving that. Once the College is established, the Government should recommend to the Privy Council that it be granted a Royal Charter so that policing is put on the same footing as the other great professions.

College Response

The College's ambition is to apply for and attain chartered status and we are currently developing a business plan and commercial strategy that will enable us to achieve the degree of financial independence required before we can do so.

Conclusion/ recommendation 91

Alex Marshall told us that the College would set national standards for vetting, recruitment, training standards and ethics. However, the Police Foundation expressed continued concern that national standards will not be mandatory and that there will be no sanction on forces that do not adhere to them, saying "in our experience there is no evidence from the past behaviour of chief officers that they will want to have the same accredited standards as neighbouring forces".

College response

A Vetting Code of Practice is being drafted by the College's Integrity Programme, The College is also developing a revised National Vetting Policy and associated procedures and guidance. We anticipate there will be a mandatory national qualification for heads of vetting departments.

We will seek statutory status for the Code of Practice for Vetting. Chief Officers would be required to have regard to it and would be held to account by their Police and Crime Commissioners and local communities and be subject to inspection by Her Majesty's Inspectorate of Constabulary.

Please also see the response to: 6.