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Home Affairs Committee

New Landscape of Policing

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minutes, oral and written evidence*

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The 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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Introduction

The Government's proposals

1. It is more than a year since the Government announced far-reaching proposals for the reform of policing in England and Wales. On 26 July 2010, the Home Office published *Policing in the 21st Century: Reconnecting police and the people*. The Home Secretary said in her introduction that it heralded “the most radical change to policing in 50 years.”¹ The proposals fell into two broad categories: first, the introduction of directly elected Police and Crime Commissioners to replace Police Authorities, and secondly, a series of structural changes, not to police forces themselves, but to the bodies and organisations that are intended to enable the forces to function effectively. In December 2010, we produced a report on the Government's plans for Police and Crime Commissioners. The Police Reform and Social Responsibility Bill, which would introduce Commissioners, is currently before Parliament and the first elections for Commissioners are scheduled to take place on 15 November 2012. In this report, we return to focus on the structural changes to what we have called the landscape of policing.

2. The vision behind the Government's proposals is of a police service more connected to the public it serves. In *Policing in the 21st Century*, the Home Secretary refers to the mission of the police which was established by Sir Robert Peel nearly 200 years ago and which still applies today: to prevent crime and disorder. However, she states her view that, although the mission has not fundamentally changed, over time the role of central Government in the police has grown, and that the police “have become responsive to government targets and bureaucracy rather than to people.”² The Home Office states:

The Government has set out a clear vision for 21st century policing: rebalancing accountability, freeing the service from central government interference, replacing bureaucratic accountability with democratic accountability, returning discretion to the frontline, and enabling and supporting the police to exercise their professional judgement.³

3. The introduction of Police and Crime Commissioners, who would be directly elected by the public and who would be responsible for holding their local force to account, is intended to contribute to the Government's stated aim of reconnecting the police and the public. The structural changes that the Government proposes have a less obvious connection, although, if successful they could ultimately mean that the police are better able to fulfil their basic mission of preventing crime and disorder.

4. The main structural changes set out in *Policing in the 21st Century* are:

¹ Home Office, *Policing in the 21st Century: Reconnecting police and the people*, July 2010, p 3

² *Policing in the 21st Century*, p 2

³ Ev146

- the phasing out of the Serious Organised Crime Agency and the creation of “a new National Crime Agency to lead the fight against organised crime, protect our borders and provide services best delivered at national level”;⁴
- the phasing out of the National Policing Improvement Agency, “reviewing its role and how this translates into a streamlined national landscape”;⁵
- “repositioning [ACPO] as the national organisation responsible for providing the professional leadership for the police service, by taking the lead role on setting standards and sharing best practice across the range of police activities.”⁶

In future, there will need to be clarity about the role of the National Crime Agency in protecting borders, which is a role currently performed by the UK Border Agency. Since the publication of *Policing in the 21st Century*, there have been two further significant developments:

- a Government-commissioned review by Peter Neyroud, published on 5 April 2011, has provided proposals for the creation of that Professional Body for policing; and
- the creation of a “police-led” company to be responsible for police IT, as announced by the Home Secretary on 4 July 2011 at the ACPO conference.

5. We discuss all these proposals in detail in the following chapters. We have also included a landscape grid in Annex A, which sets out the existing policing landscape, the changes proposed by the Government in *Policing in the 21st Century*, and subsequent proposals for reform.

The wider context

6. The changes outlined above have the potential significantly to alter police structures in England and Wales. However, not only are the changes important in themselves, they are taking place at a time when police forces will have to make significant savings in their budgets, when police pay and conditions are under review, and when the Metropolitan Police, and the police service more widely, has come under intense public scrutiny, partly as a result of the investigations into phone hacking and partly as a result of their response to the August public disorder.

The financial situation

7. In the Spending Review on 20 October 2010, the Government announced that central funding for police forces would be cut by 20% in real terms over the period up to 2014/15. We discussed the impact that this would have on the police in our February 2011 report on *Police Finances*. Different forces will be affected differently because the proportion of their

⁴ *Policing in the 21st Century*, p 3

⁵ *Policing in the 21st Century*, p 31

⁶ *Policing in the 21st Century*, p 33

total funding that they receive from central Government varies. For example, Northumbria Police receives 88% of its budget requirement from central Government grant and only 12% from council tax, whereas Surrey Police receives 51% of its budget requirement from central Government grant and 49% from council tax.⁷ Forces that receive comparatively high proportions of their funding from central Government will be required to make greater savings overall than forces that receive a smaller proportion of their funding in this way and the bulk of the rest of their funding from council tax.

8. By far the greatest proportion of a police force's budget is made up of workforce costs. A report published in 2010 by the previous Home Affairs Committee, *Police Service Strength*, cited data provided by the Association of Police Authorities showing that 71% of police budgets is spent on salaries and 16% on pensions, meaning that in total almost 88% is spent on the workforce.⁸ Our report on *Police Finances* concluded that it was expected that there would be significantly fewer police officers, police community support officers and police staff as a result of the savings being required of police forces over the next four years. We noted that there is no simple relationship between numbers of police officers and levels of crime, but commented that the loss of posts would have an impact on the range of services that the police provide and the way in which they are provided. A July 2011 review by Her Majesty's Inspectorate of Constabulary of police force and authority preparedness for the spending review constraints estimated that, by March 2015, there would be 16,200 fewer police officers, 1,800 fewer police and community support officers, and 16,100 fewer police staff in England and Wales than there were in March 2010. To put these reductions in context, according to the Home Office's Statistical Bulletin, in March 2010 there were 161,195 police and community support officers and 79,595 police staff across the 43 forces in England and Wales.⁹ Her Majesty's Inspectorate of Constabulary stated that just under a third of the reduction has happened already, and that, overall, the reductions would take the police workforce back to the size it was in 2003/04.¹⁰

9. Both the Government and individual Chief Constables have pledged to protect "front-line" policing. Following a recommendation in our *Police Finances* report, Her Majesty's Inspectorate of Constabulary has now attempted to clarify what constitutes front-line policing, stating: "The police front line comprises those who are in everyday contact with the public and who directly intervene to keep people safe and enforce the law."¹¹ The report by Her Majesty's Inspectorate of Constabulary is unsatisfactory in that it does not fully resolve the inherent difficulty of defining front-line policing. It is understandable that Ministers want to provide public reassurance and increase the visibility of the police, especially as there is a public demand to see police officers on the streets. It is important to develop a better and more sophisticated understanding of public expectations and to achieve clarity and shared expectations involving the police, the public and politicians.

⁷ Home Affairs Committee, Sixth Report of Session 2010-11, *Police Finances*, HC 695, p 17

⁸ Home Affairs Committee, Fifth Report of Session 2009-10, *Police Service Strength*, HC 50, para 28

⁹ Home Office, *Police Service Strength England and Wales, 30 September 2010*, 27 January 2011

¹⁰ HMIC, *Adapting to Austerity: A review of police force and authority preparedness for the 2011/12-14/15 CSR period*, July 2011, p 4

¹¹ HMIC, *Demanding Times: the front line and police visibility*, March 2011, p 6

Her Majesty's Inspectorate of Constabulary estimates that “a total of around 68% of the total police workforce across England and Wales is in the front line: the 61% in visible and specialist roles, plus 7% in middle office roles.”¹²

10. Both the scale of the savings required of police forces and the desire to protect front-line policing will have an impact on the way in which forces interact with the new policing bodies that the Government is proposing. They will also, to a certain extent, drive the timetable for restructuring the landscape, because in order for police forces to make these savings, they need some degree of certainty about what additional costs are likely to fall on them and what other requirements are likely to be made of them. Sir Denis O'Connor, Her Majesty's Chief Inspector of Constabulary, made this point in relation to procurement in particular:

We are already in year one of a four-year settlement. Procurement has a timeline associated with it...If you are going to catch the CSR [Comprehensive Spending Review]... settlement, the 20%, you need to plan your budgets and be doing it now to catch next year, 2011-12 and 2012-13. If you haven't settled the way you are going to do that, you don't put into the budget, you can't extract that money, and what you are left with is people as an alternative, if you can't take the money out of other assets.¹³

We also note that, to the extent that the reductions are front-loaded, it adds to the immediate pressures.

Tom Winsor's review of pay and conditions

11. Almost as significant in the collective mindset of the police as the financial constraints arising out of the spending review is the review the Home Secretary commissioned in October 2010 into remuneration and conditions of services for police officers and staff in England and Wales, and how they are determined. Tom Winsor, the former Rail Regulator, was asked to make recommendations on how to:

- use remuneration and conditions of service to maximise officer and staff deployment to frontline roles where their powers and skills are required;
- establish remuneration and conditions of service that are fair to and reasonable for both the public taxpayer and police officers and staff;
- enable modern management practices in line with practices elsewhere in the public sector and the wider economy.

The Home Secretary specified that the review's recommendations should be costed and of sufficient detail to enable effective implementation. Tom Winsor was asked to report in two parts. His first report, on short-term improvements to the service, was published in

¹² *Ibid.*

¹³ Q 397

March 2011. A second report, on longer-term reforms, was originally due to be published in June 2011, but the timetable has now been extended until January 2012.¹⁴

12. In evidence to us, Tom Winsor described the current system of police pay and conditions as “a barnacle encrusted hulk that needs to be reformed in many respects”.¹⁵ In his review, he comments:

Given that such a high proportion of their budgets is spent on pay, it is striking that Chief Constables and Police Authorities do not possess some of the most important instruments of management control and intervention which are almost invariably available in other organisations in relation to their workforces.¹⁶

When we asked him to clarify what tools Chief Constables and Police Authorities lacked, he stated:

Principally severance, the power to decide on the composition of their work force, and the kinds of skills that they need to meet the future needs of the police force in question. They do not have the right to make police officers [with] under 30 years [of service] redundant. I have not made recommendations for a system of compulsory redundancy. What we are considering ... is a system whereby careers will have breaks in them instead.¹⁷

His first report makes 62 recommendations, grouped into the following broad subject areas: deployment, rewarding contribution; recognising posts and skills; allowances, managing the workforce; and managing ill health. He told us: “If the recommendations in part 2 are as radical as the recommendations in part 1—I do not know if they will be or not; we are about to go into consultation on it— ... there could be a fundamental change in the kind of police service we have.”¹⁸

13. On 23 May 2011, we held an informal meeting with the Police Federation to gauge the response of officers to Tom Winsor’s initial proposals. One participant stated that if the recommendations were implemented it would fundamentally alter the relationship between officers and their managers and would shift the balance so that officers had the status of employees, which in turn would lead to calls for greater employee rights and protections. When we put this point to Tom Winsor, he replied: “police officers are not employees and none of my proposals ... will in any way change that.”¹⁹ When pressed on why they would not be employees, he responded: “They have an original not a delegated jurisdiction—that is the fundamental difference between an employee and an officer under the Crown.”²⁰ He added: “the independent office of constable, with an original and not a delegated jurisdiction, is a fundamental bulwark to ensure that the police service in this

¹⁴ <http://review.police.uk/>

¹⁵ Q 453

¹⁶ Tom Winsor, *Independent Review of Police Office and Staff Remuneration and Conditions*, March 2011, p 16

¹⁷ Q 452

¹⁸ Q 445

¹⁹ Q 455

²⁰ Q 457

country is not a militaristic instrument of oppression or potential oppression by the state against its citizens.”²¹

14. The reforms proposed by Tom Winsor are significant in the context of our inquiry not just because in the long-term they could have a profound impact on the structure of police careers and even on the way in which the office of constable is conceived, but also because in the short-term, they are likely to have an impact on morale. Tom Winsor told us that 60% of police officers would be better off as a result of the recommendations in the first part of his review and that 40% of police officers “are likely to receive less pay under these proposals”, although he made it clear that some of the gains and losses could be very small.²² He said that there will therefore be “far more winners than losers.”²³ He estimates that savings of £217 million could be made by April 2014 if the recommendations in the first part of his review are implemented.²⁴ He stated: “It may very well be possible to retain higher numbers of police officers and police staff if these reforms are made.”²⁵

15. While it is understandable that Tom Winsor was keen to stress the positive aspects of his recommendations, it is equally understandable that the Police Federation and the Police Superintendents Association—the two staff associations that between them represent all officers up to and including the rank of Chief Superintendent—did not view the matter in the same light. Paul McKeever, the Chairman of the Police Federation, stated: “I think it is unfair to throw out the choice—do we want to save officers, or have a reduction in our pay and conditions—because we have not chosen to give policing the low priority that the Government have.”²⁶ In our informal meeting with the Police Federation, two recommendations were cited as being particularly unpopular: the freeze on annual increments in pay and the abolition of Competence Related Threshold Payments. Competence Related Threshold Payments were introduced in 2003: under the scheme, constables who have been at the top of their pay scale for at least a year and who can demonstrate higher professional competence can be paid an additional £1,212 per annum.

16. When we asked Paul McKeever how he would assess current morale within the police service, he replied:

We surveyed 42,000 police officers around the country and more than 98% of them said their morale was much lower than it had been prior to this time last year. Another factor that was indicative of how people were feeling across the country was that 90% of those polled said that they or somebody they knew was considering leaving the service.²⁷

²¹ Q 459

²² Q 440, see also the clarification in Q 473 and Q 477

²³ Q 442

²⁴ *Independent Review*, p 18

²⁵ Q 453

²⁶ Q 486

²⁷ Q 482

Derek Barnett, President of the Police Superintendents' Association of England and Wales, presented a less bleak picture when asked the same question, but still made it clear that the Winsor review, and other factors such as Lord Hutton's review of public sector pensions, were having an impact. He said that his members "are facing many challenges themselves personally in terms of not only reduced numbers but terms and conditions, pensions, pay and the pay freeze." He added: "That is having an impact on people, but not to the point where it is to the detriment of the work that they are doing."²⁸

17. We agree that police pay and conditions need reforming in order to enable Chief Constables to shape their workforces to respond to the need for a more financially efficient police service that can continue effectively to pursue its mission of reducing crime and disorder in the 21st century. However, neither in his initial report, nor in his evidence to us, did Tom Winsor adequately resolve the issue of how to give police chiefs greater powers to manage without undermining the special role of police officers. We foresee a danger that, in the future, the courts may decide that police officers are employees. We note that Tom Winsor said that he does not see this happening because of the weight of law and history behind the office of constable, but we do not regard this as sufficient assurance. We therefore urge the Home Office to seek legal advice on this point, and in the light of that advice, to decide where the balance of changes to terms and conditions should lie.

18. Tom Winsor's review of pay and conditions is having an inevitable impact on morale in the police service but it is possible to do more to mitigate this. Therefore we recommend that the Home Office set up an interactive website to answer questions from police officers and staff. Such a website would need to be very carefully designed and properly mediated and managed, and would require serious commitment from the Home Office. Many websites which are intended to improve communications with the public—both in the public and the private sector—prove frustrating and fail to provide good interaction, and that can make matters worse rather than better. Some officers felt that Tom Winsor did not take sufficient time to hear directly from them and understand their work. We therefore recommend that, before making any further recommendations, Tom Winsor should spend more time visiting officers and staff. When the second part of the review is published, the Home Office should hold events in local police force areas to explain directly how any proposed fundamental changes will affect officers and staff.

The Metropolitan Police and the phone hacking investigations

19. A further aspect of the wider context of policing that must be taken in to account is the fall-out of the investigation by the Metropolitan Police into phone hacking at the *News of the World*, which led to the resignation of the then Commissioner of the Metropolitan Police, Sir Paul Stephenson, on 17 July 2011 and of Assistant Commissioner John Yates, who was responsible for Specialist Operations including counter-terrorism, on 18 July 2011. We published our report on the *Unauthorised tapping into or hacking of mobile*

²⁸ Q 646

communications on 20 July 2011. Among other things, we were critical of the scope of the original investigation into phone hacking in 2005–07, the failure to reopen the investigation in 2009, and Assistant Commissioner Andy Hayman’s apparently lackadaisical attitude to social contacts with News International while the investigation was ongoing. We concluded: “Recent events have damaged the reputation of the Metropolitan Police and led to the resignation of two senior police officers at a time when the security of London is par amount.”²⁹ Connected to the phone hacking investigation, which is now being led by Deputy Assistant Commissioner Sue Akers, there is an ongoing investigation into allegations of payments by News International journalists to officers of the Metropolitan Police.

20. There is some evidence that the coverage of the phone hacking investigation has affected how the public view the Metropolitan Police and the police service more widely: for example, a July 2011 Com Res poll for ITV News found that, following the allegations about corruption at the Metropolitan Police, 77% of people were worried about wider corruption in the police force.³⁰ However, we are interested in the fall-out from the phone hacking investigation not only because of its effect on public opinion, but also because the Metropolitan Police has responsibility for some national policing matters—most notably counter-terrorism—making it a key part of the landscape that we are considering. The resignation of two successive Metropolitan Police Commissioners is significant.

Our inquiry

21. Taken together, the structural changes outlined in paragraphs 3 and 4 and the wider context outlined above amount to what Peter Neyroud, the former Chief Executive of the National Policing Improvement Agency, described as “a hell of a lot of change.”³¹ Our report assesses whether the Government’s proposals for a new policing landscape will enable the police better to perform their basic primary mission of reducing crime and disorder: to put it simply, we wanted to ascertain whether the changes would result in a more efficient and effective police service. In considering this, we look not only at how the different elements of the new landscape will relate to each other and to the background we have just set out, but also at the related issues of procurement, bureaucracy and collaboration both between police forces and with the private sector. Given the magnitude of the changes being proposed, we also discuss how best to keep track of the Government’s progress in developing the new landscape and assess whether it is likely to be able to meet the challenging timetable that it has set for itself. We discuss each of the major structural changes in turn: the National Policing Improvement Agency, the National Crime Agency, the Professional Body and AC PO, the Police IT Company, and then go on to consider procurement, collaboration and bureaucracy.

²⁹ Home Affairs Committee, *Unauthorised tapping into or hacking of mobile communications*, Thirteenth Report of the Session 2010-12, HC 907, para 95

³⁰ <http://www.comres.co.uk/poll/492/itv-news-cuts-index.htm>

³¹ Q 64

22. We launched our inquiry on 9 March 2011, with a call for written evidence. The terms of reference are included in Annex B. We received more than 50 pieces of written evidence, including several submissions from individuals, as well as from bodies and organisations with an interest in the police and the wider criminal justice system. We held oral evidence sessions on eight separate occasions between 26 April and 12 July 2011, hearing from a total of 29 witnesses over this period, including individual police officers. We held an informal meeting with the Police Federation on 23 May 2011, which also enabled us to learn more about the views of serving police officers. We urge the Government to show a greater awareness of the concerns expressed by the police, not least those expressed by the Police Federation, and be willing to discuss such concerns with the organisation and other bodies representing police personnel.

23. The National Audit Office assisted us with some background briefing on accountability and cost reduction in the new landscape of policing. The briefing that they produced for us is published in Appendix 1. We are grateful to them for their assistance.

24. The police are there to serve the public and we felt that no consideration of the new landscape could be valid without taking the views of the public into account as well. To this end, we held public meetings in Sheringham in Norfolk on 4 June 2011 and in Cardiff on 13 June 2011. In Sheringham, we discussed what people understood by the term “front-line policing” and what activities they wanted the police to prioritise locally and nationally. In Cardiff, we heard about the evidence-based approach to policing at the Universities’ Police Science Institute, the partnership work being undertaken by South Wales Police, and the Welsh Assembly Government’s contribution to reducing crime, and particularly youth crime. We also heard evidence about the impact of a clinical approach to identifying incidents of violence from the perspective of those who sought treatment at Accident and Emergency departments, rather than just through police reports. Shortly after our meeting, a peer-reviewed report demonstrated that the reduction in violence in Cardiff is about 25% greater than in other comparable cities because of this approach, which has been pursued consistently for more than 10 years. In addition to holding the public meetings, we also wrote to Members of Parliament asking them if they were aware of any examples of policing best practice in their constituencies that they would like to draw to our attention and inviting them to suggest witnesses for the inquiry.

25. As part of our attempt to increase the involvement of the public in our inquiry, we also ran a nationwide policing poll on our website to ask the public what they wanted the police to prioritise. This enabled us to engage with a wider range of the public and interested groups than would have been possible through the gathering of written and oral evidence alone, although we do not suggest that the poll is necessarily representative. Participants were given 18 categories, which they could opt to vote as ‘high priority,’ ‘medium priority,’ or ‘low priority’ areas of policing. The categories were:

- Alcohol-related crime
- Anti-social behaviour
- Burglary

- Child protection
- Criminal damage
- Environmental crime
- Fraud against business or the state
- Identity theft/credit card fraud
- Monitoring sex offenders in the community
- Murder and serious violence, including domestic violence
- Prostitution
- Road traffic offences, including road traffic death or injury
- Robbery, including mugging
- Serious organised crime—such as drugs and human trafficking
- Sexual assault—such as rape
- Terrorism
- Vehicle crime
- Youth engagement

26. In total, 2,493 votes were cast. The category in which the most number of people voted was prostitution, with 186 votes. Of those who voted on this topic, 144 (77%) believed prostitution should be a low priority for police. Not surprisingly, the category voted overall highest priority for the police was murder and serious violence, including domestic violence. Some 158 votes were cast in this category of which 156 (99%) were for high priority. This was closely followed by sexual assault such as rape. Some 166 votes were cast for this category of which 154 (93%) were for high priority. The tables in Annex C show in more detail the total number of votes cast for each topic and the breakdown between high, medium and low priority.

27. Members of the public who voted were given the opportunity to post messages to express their opinions and reasons for voting. Overall, 271 messages were posted on the site. The table below shows the number of messages posted per topic. A discussion of the comments posted in each section is included in Annex D.

Table 1: Number of messages posted by topic in the policing poll

Topic	No of posts
Alcohol-related crime	23
Anti-social behaviour	23
Burglary	11

Child protection	15
Criminal damage	8
Environmental crime	10
Fraud against business or the state	9
Identity theft/credit card fraud	12
Monitoring sex offenders in the community	13
Murder and serious violence, including domestic violence	13
Prostitution	46
Road traffic offences, including road traffic death or injury	17
Robbery, including mugging	7
Serious organised crime-such as drugs and human trafficking	15
Sexual assault-such as rape	16
Terrorism	11
Vehicle crime	5
Youth engagement	17

28. We also asked the people who took part in our policing poll to select which of a list of seven categories of activity they considered to be the most important part of front-line policing. Each participant could select only one category. The results are set out below. They suggest that the respondents to our poll broadly agree with Her Majesty's Inspectorate of Constabulary's definition of the front line as "those who are in everyday contact with the public and who directly intervene to keep people safe and enforce the law."³² Some 74% of those who took part in our policing poll picked either neighbourhood policing or response policing as the most important element of front-line policing.

Table 2: Results from policing poll showing respondents' choice of which category of activity is the most important part of front-line policing

Category of activity	Number of votes
Response policing (attending urgent calls)	196
Neighbourhood policing (visible patrolling and community engagement)	173
Criminal investigation (for example, investigating robberies, murders, fraud)	83
Policing training	31

³² HMIC, *Demanding Times: the front line and police visibility*, March 2011, p 6

Operational support (such as armed response, air support)	6
Criminal Justice Administration	4
Finance and Human Resources	2

29. We are most grateful to everyone who contributed to our inquiry, whether by filling in the poll, attending a public meeting, suggesting witnesses, or giving evidence in writing or in person.

1 National Policing Improvement Agency

30. In this chapter, we consider the role of the National Policing Improvement Agency, and the Government's proposals for the abolition of the Agency, including the issue of what will happen to the functions that the Agency currently performs and how these functions will be financed. We discuss, in broad terms, the bodies that could take on the Agency's functions in the new landscape, but this is discussed in more detail in the subsequent chapters relating to the National Crime Agency, the Professional Body, and the IT body.

The role of the National Policing Improvement Agency

31. The Government announced its intention to phase out the National Policing Improvement Agency in its consultation paper *Policing in the 21st Century*. The National Policing Improvement Agency was set up under the Police and Justice Act 2006 and formally came into existence on 1 April 2007. It took on the functions of a number of predecessor bodies, including the Police Information Technology Organisation, Centrex, and the Police Staff College. The National Policing Improvement Agency comments: "The NPIA was established, in part, in response to a perception that existing arrangements for delivering support to police forces and implementing national initiatives—in response to demands from disparate bodies—were inefficient, often mutually contradictory and inconsistent."³³

32. The Police and Justice Act 2006 assigned the following objectives to the National Policing Improvement Agency:

- the identification, development and promulgation of good practice in policing;
- the provision to listed police forces of expert advice about, and expert assistance in connection with, operational and other policing matters;
- the identification and assessment of opportunities for, and threats to, police forces and the making of recommendations to the Secretary of State in the light of this assessment;
- the international sharing of understanding of policing issues;
- the provision of support to listed police forces in connection with information technology; the procurement of goods, other property and services; and training and other personnel matters;
- the doing of all such other things as are incidental or conducive to the attainment of any of the objects outlined above.³⁴

³³ Ev168

³⁴ See Schedule 1 to the Police and Justice Act 2006

33. In practice, these statutory objectives translate into a large number of services and functions. The following table shows the current roles and responsibilities of the National Policing Improvement Agency:

Table 3: Functions of the National Policing Improvement Agency³⁵

Information services	Operational policing services	People and Development Services	Fees paid by the NP IA on behalf of the police service
Airwave	Assisted Implementation	Exams and Assessment	Council for the Registration of Forensic Practitioners
Automatic number plate recognition, back office and data centre	Central Witness Bureau Consultancy and Advice	Initial Police Learning and Developing Programme	Radio Spectrum
Environmental Scanning	Crime Operational Support	Learning and Development Services	Skills for Justice
Fingerprint Identification Database (IDENT 1)	Diversity, Equality and Human Rights	National and International Leadership Development Services	
IMPACT Nominal (INI)	Missing Persons Bureau	National Senior Careers Advisory Service	
Information Assurance and Accreditation	National vehicle fleet and aviation procurement	Police Service Employment Advice	
Linked major enquiry system (HOLMES 2)	National Strategic Assessment	Recruitment Assessment: Officers, PCSOs, Specialist Constables	
Linked Casualty Bureau (CASWEB)	Olympic Support Proceeds of Crime	Support to the HR, Training and Development Community	
Linked Major Incident Rooms (MIRWEB)	Professional Practice		
Microfiche Archive	Research Analysis and Information		
National Ballistics Intelligence Service Database (NABIS DB)	Serious Crime Analysis Section		
National DNA Database	Specialist Operations Centre		
National Firearms Licensing Management Systems (NFLMS)	Uniform Operational Support		
National Management Information Systems (NMIS)			
National Police Library			

³⁵ <http://www.npia.police.uk/en/11217.htm>

National procurement of software licences			
National Strategy for Police Information Systems Command and Control management systems			
National Strategy for Police Information Systems Custody and Care Preparation programme			
National Strategy for Police Information Systems HR Management Systems			
Police Information Infrastructure			
Police National Computer			
Police National Network (PNN 3)			
Vehicle Procedure and Fixed Penalty Office			
VISOR Dangerous Persons database			

34. Our witnesses’ comments on the role that the National Policing Improvement Agency performed in the existing landscape of policing ranged from positive to lukewarm. The Information Commissioner’s Office, for example, stated that it had worked with the National Policing Improvement Agency on important national issues such as surveillance technology and commented: “They perform a vital role in providing professional expertise and creating national standards of good governance.”³⁶ Avon and Somerset Police Authority, on the other hand, stated that it was “not convinced that all of the work streams previously carried out by the Agency added value,” but it praised the Agency’s work in promoting best practice and commented “announcing the wind down of the agency at such a critical time of budget cuts and structural reform has posed additional challenges for the Police Service.”³⁷

³⁶ Ev125

³⁷ Ev128)

35. The Government's rationale for phasing out the National Policing Improvement Agency was not dwelt on at length in *Policing in the 21st Century*, although, significantly, both times the phasing out was discussed it was in the context of "streamlining the national landscape".³⁸ The Government stated that the National Policing Improvement Agency "has done much to bring about welcome changes to policing", particularly in relation to efficiency gains, collaboration and procurement, but concluded that "now is the right time to phase out the NP IA, reviewing its role and how this translates into a streamlined national landscape."³⁹

36. The Minister for Policing and Criminal Justice, Rt Hon Nick Herbert MP, told us that the National Policing Improvement Agency was neither "fish nor fowl". He commented:

It did not have the buy-in from local forces but did not have a strong connection with the Home Office either and did not make, in my view, sufficient progress in the areas that we need to relating to how we are going to converge IT, how we are going to help drive out cost in policing. Nor, indeed, did it have the focus that we need on training and professional development.⁴⁰

He added that this was "not in any way to discount some of the good things that the NPIA has been doing recently, which I would certainly like to give it credit for, not least launching the crime maps."⁴¹ Overall, however, it is clear that the Government perceives the National Policing Improvement Agency as unnecessary and has decided to phase it out in order to produce a slimmer, more efficient 'landscape'. This might be a valid decision if what results is a slimmer, more efficient 'landscape'—a point to which we return shortly.

37. The National Policing Improvement Agency itself was philosophical about its demise. It commented:

We believe that there are many respects in which the one stop shop for national police services has produced significant benefits at lower cost and complexity. However, we accept that decisions on the future landscape are not ours to make and we are focusing our efforts on: continuing to deliver critical national services that enable front line policing; working with the Home Office to examine options for the future delivery of the main components of our service ... and providing advice and support to help develop a sustainable funding model for delivering those services which are best provided nationally.⁴²

When we asked Nick Gargan, the Chief Executive of the National Policing Improvement Agency, whether the Agency had failed to make the case for its usefulness, he replied: "by the standards of an objective assessment of performance, the agency has been a success and

³⁸ *Policing in the 21st Century*, p 28; see also p 31

³⁹ *Policing in the 21st Century*, p 31

⁴⁰ Q 671

⁴¹ *Ibid.*

⁴² Ev168

has made the case for itself, but clearly, in terms of the political judgment, it didn't make the case for itself..."⁴³

The Government's proposals for the National Policing Improvement Agency

38. In announcing the phasing out of the National Policing Improvement Agency, the Government explained, in broad terms, what steps it would take to decide the future of the functions that the Agency currently performs. It is clear that the Government doubted whether all the functions would necessarily be needed in future. It commented: "We will look at what aspects of the NPIA's functions are still needed and if so, how they might best be delivered in a new landscape, including alternative funding models."⁴⁴ Sir Hugh Orde, President of the Association of Chief Police Officers, made a similar point, although with different emphasis. While not ruling out the possibility that some functions could stop altogether, he commented:

There are some things that cannot stop, and those are non-negotiable—the Police National Database and the Police National Computer. The major things that are critical to maintaining the safety of people in this country will have to stay and will have to be funded."⁴⁵

39. The Government stated: "We will work with the NPIA, wider police service and other partners and reach decisions about which of its functions should be delivered where, by the autumn of this year [2010]. We envisage the NPIA being fully phased out by spring 2012."⁴⁶ Autumn of 2010 came and went without the Home Office announcing any definite decisions about the future of the National Policing Improvement Agency's functions. In March 2011, we received written evidence from witnesses who were concerned about the continuing uncertainty. The Police Superintendents' Association of England and Wales stated that the Association:

recognises that some of the serious and organised crime responsibilities of the NPIA will move to the proposed National Crime Agency, and leadership development is likely to move to the proposed new Professional Body. However, we have concerns about the proposed timescales and financial arrangements for these handovers, and the fact that there are some functions that do not appear to sit naturally with these, or any other body.⁴⁷

It listed the following current responsibilities of the National Policing Improvement Agency as causing it particular concern in this context: Airwave (a digital radio communications network used by all police forces in England, Scotland and Wales), the DNA Database, the Police National Database (a national system that provides access to

⁴³ Q 420

⁴⁴ *New Landscape of Policing*, p 32

⁴⁵ Q 134

⁴⁶ *Policing in the 21st Century*, p 32

⁴⁷ Ev133

local force intelligence and other information), and the Police National Missing Persons Bureau.⁴⁸

40. On 24 May 2011, Nick Gargan, the Chief Executive of the National Policing Improvement Agency, told us that he was concerned about the future of the Agency's functions. He stated: "On Thursday this week we will mark 10 months since the phasing out of the NPIA was announced and thus far, I think, a round two dozen of the people within the agency know with clarity where they will be heading."⁴⁹ The Agency employs a staff of 1,700. The two dozen people who did know where they were going were moving to the Home Office, as part of the transfer of non-IT related police procurement—the only definite decision that had been made about the future of the Agency's functions by this point. Nick Gargan said that, in the circumstances, morale was "outstanding", but added that "of course, people are concerned...as they would be, because they are uncertain about their future."⁵⁰ Mick Creedon, the Chief Constable of Derbyshire, commented that the uncertainty over the future of the National Policing Improvement Agency's functions "provides a problem of logistics in terms of staff staying in post when they have potentially no job."⁵¹ Nick Gargan told us that the Agency had reduced in size by about 18% in the nine months between the announcement of its closure in July 2010 and May 2011.⁵²

41. On 8 June 2011, the Government published a plan for the National Crime Agency, which we discuss in more depth in Chapter 2. We mention the plan in passing here because it contained no information about which functions currently performed by the National Policing Improvement Agency might in future be performed by the National Crime Agency, despite the fact that the National Crime Agency had been posited as a possible home for some of those functions.

42. On 10 June 2011, our Chair wrote to the Home Secretary to ask for details of which successor bodies were likely to take on the functions currently performed by the National Policing Improvement Agency. Her response, on 22 June 2011, contained little concrete information. She stated:

We are working closely with NPIA, ACPO and other partners on successor bodies for NPIA. Work has already commenced, for example, on transferring non-ICT procurement functions from the NPIA to the Home Office, recognising the continuing need throughout the period for a strong central lead to drive out savings in this area. Work is also well advanced with ACPO to identify operational functions of NPIA which could find a long term home in the National Crime Agency.

She adds: "I am sorry we cannot be more specific at this point, but I can assure you that good progress is being made..."⁵³

⁴⁸ *Ibid.*

⁴⁹ Q 414

⁵⁰ Qq 417-18

⁵¹ Q 172

⁵² Q 415

⁵³ Letter from the Home Secretary to the Chair of the Home Affairs Committee, 22 June 2011

43. On 28 June 2011, the Minister for Policing and Criminal Justice told us that he believed in “consulting very carefully with the professionals, which is exactly what we have been doing.”⁵⁴ He stated: “we will shortly be announcing the broad direction of travel in terms of where the functions that lie within the NPIA should land, and then further detail will be worked on and consulted after that.”⁵⁵ When pressed on how he would define “shortly”, he replied: “Before the recess.”⁵⁶ The recess was due to begin three weeks later. On 4 July 2011, the Home Secretary announced at an ACPO conference that the Government would set up a “police-led” information and communications technology company. We presume that the company could take on some of the IT functions currently performed by the National Policing Improvement Agency, although this was not made explicit in the speech.

44. No announcement on the future of the National Policing Improvement Agency’s functions was made before 19 July 2011. The Home Office explained the reasons for this in a letter to us. We accept that the failure to make a statement on the future of the functions of the National Policing Improvement Agency before 19 July 2011 was due to circumstances beyond the Home Office’s control. However, we are now seriously concerned about the Home Office’s continuing failure to be specific about what will happen to the functions. It is now imperative that the Home Office makes its plans for the functions of the National Policing Improvement Agency known.

The financing of the functions

45. As we have already mentioned, the current uncertainty surrounding the future of the National Policing Improvement Agency relates not only to who will have responsibility for its various functions in the new landscape, but to how those functions will be paid for. The Agency’s expenditure for 2009-10 was £447.6 million. When we asked Stephen Webb, Director of Finance and Performance Directorate in the Crime and Policing Group at the Home Office, at the Home Office whether the Agency’s budget would follow its functions in the new landscape, he replied: “Yes, basically.”⁵⁷ He clarified this answer by explaining that there would also be a budget reduction of 17% over the spending review period, meaning that by the end of this period the Agency—or, by this stage, the Agency’s functions collectively, since the Agency itself will have ceased to exist—would have a nominal budget of £380 million.⁵⁸

46. In essence, the idea of the budget following the functions does not sound particularly alarming. However, the idea of a reduced budget following functions is more problematic. We note that Nick Gargan commented:

I think the fate of our functions is at risk more from the impact of the spending review than from any restructuring of the national landscape. By the end of

⁵⁴ Q 666

⁵⁵ Q 667

⁵⁶ Q 668

⁵⁷ Q 683

⁵⁸ Q 687

spending review, I see a £70 million or so gap between the cost of providing our services now and the cash available to do it.⁵⁹

The concern among police forces is that the task of supplying this missing funding will fall on them. Sir Hugh Orde, the President of the Association of Chief Police Officers, stated:

the really hard choices that have yet to be made within the NPIA are where it drops below the financial envelope they currently have as they manage down. Who takes on that business? If we transfer the costs to people like Mick Creedon [the Chief Constable of Derbyshire, who gave evidence alongside Sir Hugh] and his colleagues, there is only one inevitable and utterly foreseeable conclusion to that: less cops and less staff.⁶⁰

47. In a tough economic context, when the budgets of many public sector bodies are being reduced, it is not surprising that there will be less money available to perform the functions currently carried out by the National Policing Improvement Agency in the period up to 2014-15. Some money may be saved through efficiencies, but it is not clear that these are currently being delivered in an environment of very considerable uncertainty, and ultimately this funding gap will have to be met either by stopping some functions altogether or by finding an alternative source of funding. While we do not rule out the possibility that police forces should have to pay for some of the functions that they currently receive from the Agency at no cost to themselves, we are concerned that police forces are already under considerable pressure to cut budgets. The pressure on budgets from this and other sources may ultimately result in further reductions in the size of the police workforce. As has been seen in the past, this can fragment approaches across police forces which need to be co-ordinated and consistent. As we emphasise below, the Home Office must urgently provide clarity to police forces about the financial contribution that will be required of them, in order for them to manage any reductions in headcount as effectively as possible.

48. It is unacceptable that, more than a year after the Government announced it was phasing out the National Policing Improvement Agency, it still has not announced any definite decisions about the future of the vast majority of the functions currently performed by the Agency, including vital functions such as Airwave, the DNA database, the Police National Database, and the Police National Missing Persons Bureau. We accept that consultation is important, but so is making and communicating decisions. The continuing uncertainty is damaging not only to the morale of the people who work for the Agency, but also to the efficiency and effectiveness of the police service as a whole: it is difficult for police forces and other policing bodies to plan for the future, both financially and logistically, if they do not know what is happening to the plethora of functions performed by the National Policing Improvement Agency, whether the cost of providing any of these functions will fall on them, and whether anyone is making the savings and efficiencies in respect of these functions which police forces are having to make themselves. In particular, it is difficult for forces to plan effectively for the savings required of them under the Spending Review in these circumstances. If it is

⁵⁹ Q 421

⁶⁰ Q 111

the view of the Home Office that some of these functions should be ended altogether—or left as a matter for the police without any ongoing Home Office support—this should be made clear so that chief officers can consider their future approach.

49. Spring 2012, when the National Policing Improvement Agency is due to be phased out, is little more than six months away. We are not persuaded that the Government can now meet this timetable and recommend that it delay the phasing out of the Agency until the end of 2012. It should issue a revised timetable containing not only an ultimate deadline for the phasing out of the Agency, but also interim deadlines for announcements on the future of specific groups of functions and their funding. These should be deadlines that the Home Office is sure—barring events outside its control—it can meet. The police service needs certainty about when decisions will be made. It may be better to take slightly longer and provide this certainty, than to aim for very tight deadlines and fail to meet them.

Suggested homes for the functions

50. Although there has been little certainty about the future of the National Policing Improvement Agency's functions since its closure was announced, there have been various suggestions. Some of these suggestions were made in *Policing in the 21st Century* and others have arisen out of subsequent reviews and announcements. In *Policing in the 21st Century*, the Government mentioned the Home Office itself and the new National Crime Agency as possible locations for value for money support functions and critical national infrastructure respectively.⁶¹ Peter Neyroud's *Review of Police Leadership and Training* raised the possibility that a Professional Body for policing could take on the National Policing Improvement Agency's responsibility for training and development, and the Home Secretary's announcement that there will be a police-led information and communications technology company raises the possibility that this company could take on responsibility for the information technology services currently provided by the Agency. We discuss the suitability of the National Crime Agency, the Professional Body and the information and communications technology company as possible homes for the existing Agency functions in the chapters devoted to them. These discussions include consideration of the timetable for the handover of functions, which is a particular concern given that none of these bodies currently exists. We discuss the suitability of the Home Office as a possible home for some of the Agency's functions in the chapters devoted to procurement and collaboration.

51. Here, we comment on the suitability of two other possible locations for National Policing Improvement Agency functions: Her Majesty's Inspectorate of Constabulary and individual lead forces. The role of Her Majesty's Inspectorate of Constabulary will itself be subject to some changes as a result of *Policing in the 21st Century*. However, these changes are not of the sweeping nature affecting other bodies. The Government summarised the Inspectorate's role in the new landscape as follows:

[There] Will be a strong independent Inspectorate, which through light touch inspection regimes will provide the public with objective and robust information on

⁶¹ *Policing in the 21st Century*, p 32

policing outcomes and value for money locally to help them make informed judgements on how well Police and Crime Commissioners and their forces are performing. They will advise the Home Secretary where it is in the national interest to direct forces to collaborate.⁶²

We were interested in whether there was the potential for the Inspectorate to take on any of the functions currently performed by the National Policing Improvement Agency. Sir Denis O’Connor, Her Majesty’s Chief Inspector of Constabulary, told us: “Our organisation is designed, for better or worse, to provide you and others with diagnostics and the potential to improve... that is quite a big task and there may be some elements of the NPIA that could help us with that.”⁶³ When we pressed him on whether there were elements that the Inspectorate could take on, he replied: “There may be, and that is a matter for discussion. For example, NPIA do good research work, they do some excellent diagnostic work about how well people are doing on crime and other difficult issues.”⁶⁴

52. Her Majesty’s Inspectorate of Constabulary is one of the few relatively stable elements in the new landscape and at a time of change and upheaval it would be unwise to dilute its focus or burden it with functions unrelated to its purpose. There may be some elements of the National Policing Improvement Agency that could assist the work of the Inspectorate, but we doubt it. If the Home Secretary is considering moving any functions to the Inspectorate, we urge her to make clear proposals and to give us adequate time to consider any such ideas before she reaches a conclusion. We understand the enthusiasm to reduce the number of different bodies that are involved in policing issues, but we also think that it is extremely important for the role of the Inspectorate to be very clear, specific and undiluted at a time of major changes within the landscape of policing.

53. The idea of giving an individual police force responsibility for any of the functions currently performed by the National Policing Improvement Agency was mentioned only in passing during the course of our inquiry. Sir Denis O’Connor, discussing the suitability of the National Crime Agency as a home for some functions, stated: “It is not a perfect option...but it is probably better than some others that are around...all I know at the moment is the Metropolitan police or some other body.”⁶⁵ It should not be assumed that, if any force were to take on responsibility for some of the Agency’s functions, it would necessarily have to be the Metropolitan Police, although it already has experience of providing some significant national functions, and it has the weight and resources that come from being the largest police force in England and Wales. **Given the recent upheaval and uncertainty at the Metropolitan Police, following the resignation of the Commissioner, Paul Stephenson, and Assistant Commissioner John Yates, we do not believe that it would be helpful, either for it or for the police service as a whole, for it to take on any additional national functions at this time. This does not necessarily apply with respect to other forces, although, given their smaller size, they would need to**

⁶² *Policing in the 21st Century*, p 41

⁶³ Q 386

⁶⁴ Q 387

⁶⁵ Q 388

convince others that they have the necessary expertise and ability to take on a national role.

54. We note also at this point that, from the little that is already known about the likely distribution of the National Policing Improvement Agency's functions, phasing it out is unlikely to lead to fewer bodies in the national policing landscape, as Ministers had hoped. In this sense, the landscape will not be more streamlined as a result of its closure. However, there remains a possibility that the landscape—and thus, more importantly, the police service itself—may operate more effectively once those functions have been redistributed. We explore this possibility further in the rest of the report.

2 National Crime Agency

55. In this chapter, we consider the role of the Serious Organised Crime Agency and the Government's proposals to replace it with a National Crime Agency. We discuss the information about the new Agency in *Policing in the 21st Century* and also in the Government's plan for the National Crime Agency, which was published on 8 June 2011. We look in particular at the future of the Child Exploitation and Online Protection Centre, the National Crime Agency's powers to task police forces and other bodies, and the role of the Organised Crime Strategy. We then go on to consider which National Policing Improvement Agency functions the National Crime Agency could take on and whether the National Crime Agency should have responsibility for counter-terrorism in the new landscape. Finally, we consider the governance and accountability arrangements for the new Agency, and its budget.

The role of the Serious Organised Crime Agency

56. Serious organised crime costs the United Kingdom between £20 billion to £40 billion a year. It involves around 38,000 individuals, operating as part of around 6,000 criminal gangs.⁶⁶ The fight against organised crime in the United Kingdom is currently led by the Serious Organised Crime Agency. The creation of a new National Crime Agency to replace the Serious Organised Crime Agency was announced by the Government in *Policing in the 21st Century*. The Serious Organised Crime Agency was formally established on 1 April 2006, following the enactment of the Serious Organised Crime and Police Bill in 2005. It was formed from several existing bodies, including the National Crime Squad, the National Criminal Intelligence Service and the National Hi-Tech Crime Unit.

57. The 2005 Act gave the Serious Organised Crime Agency the following functions:

- preventing and detecting serious organised crime; and
- contributing to the reduction of such crime in other ways and to the mitigation of its consequences.⁶⁷

The Act specified that the Serious Organised Crime Agency could pursue cases of serious or complex fraud only following consultation with the Serious Fraud Office.

58. In a letter to us on 2 August 2011, Sir Ian Andrews, Chair of the Serious Organised Crime Agency, stated that the Agency's current priorities were:

- dislocating criminal markets;
- the systematic management, on a risk basis, of all SOCA Persons of Interest; and

⁶⁶ Home Office, *Local to Global: Reducing the Risk from Organised Crime*, July 2011, p 3

⁶⁷ See section 2 of the Serious Organised Crime and Police Act 2005

- delivering more law enforcement activity against more organised criminals at reduced cost and the securing of criminal convictions against the most serious criminals.⁶⁸

59. The Serious Organised Crime Agency was judged by our witnesses to have had some success in carrying out its functions. Sir Paul Stephenson, the then Commissioner of the Metropolitan Police, told us: “In terms of its prime mission, I think it did many fine things.”⁶⁹ He commented: “Its international reputation was excellent.”⁷⁰ However, he stated that it would have been better advised adopting a higher profile: “A better marketing of its success, of the jobs it was doing with us and of the fact that it was a very capable organisation ... would have served it better with hindsight”.⁷¹

60. In its written evidence, the Metropolitan Police Service commented not only on the “very low key public stance” that the Serious Organised Crime Agency adopted, but also on its relationships with police forces, stating: “One of the challenges that SOCA has faced is the lack of ‘capable partners’ at both Regional and Force level.”⁷² Lord Blair, Commissioner of the Metropolitan Police between 2005 and 2008, was critical of the Serious Organised Crime Agency’s ability to tackle organised crime at all levels. Commenting on both the Serious Organised Crime Agency and its predecessor bodies, he stated: “The problem is that you have three things that those agencies are supposed to do, regional, national and international, and each one has only done one or one and a half of those.”⁷³

The Government’s proposals for the National Crime Agency

Policing in the 21st Century

61. The Government’s reasons for replacing the Serious Organised Crime Agency with a new National Crime Agency were not explicitly stated in *Policing in the 21st Century*. However, implicit within some of its statements about the new Agency was the sense that the Serious Organised Crime Agency did not succeed in building the kind of relationships with the police services and other law enforcement bodies that would have enabled it to tackle serious organised crime as effectively as possible. The Government stated:

We will create a powerful new body of operational crime-fighters in the shape of a National Crime Agency. This should harness and build on the intelligence, analytical and enforcement capabilities of the existing Serious Organised Crime Agency (SOCA) and the Child Exploitation and Online Protection Centre. But the new Agency should better connect these capabilities to those within the police service,

⁶⁸ Letter from Sir Ian Andrews to the Chair of the Home Affairs Committee, 2 August 2011

⁶⁹ Q 601

⁷⁰ Q 598

⁷¹ *Ibid.*

⁷² Ev181

⁷³ Q 716

HM Revenue and Customs, the UK Border Agency and a range of other criminal justice partners.⁷⁴

62. In *Policing in the 21st Century*, the Government set out some basic information about the scope and governance of the new National Crime Agency. It proposed that the National Crime Agency would be led by a senior Chief Constable and would be responsible for:

- improving knowledge about the threat from organised crime;
- providing effective national tasking and co-ordination of police assets;
- ensuring more law enforcement activity takes place against more organised criminals, at reduced cost;
- strengthening border policing arrangements to enhance national security and improve immigration controls.⁷⁵

63. The Government also gave some indication of the timetable for the transition to the new Agency:

We will seek to make the legislative changes to enable the creation of the new National Crime Agency as soon as parliamentary time allows. In doing so, we will work with the devolved administrations to establish the appropriate jurisdiction for the Agency. Our ambition is for the Agency to come fully into being by 2013, with key elements of its functions being operational before then as part of a transitional period.⁷⁶

However, there was little information about how the Agency would work in practice and, importantly, about how it would differ from the Serious Organised Crime Agency. At the initial stage this was not unreasonable given that it was a consultation paper, but very few further details emerged over the following months. In April 2011, the Police Federation commented of the National Crime Agency:

As it currently stands this is an empty vessel with nothing more than a name tag. With less than a year to go we have yet to see any plans or proposals which explain how it will be structured, funded, governed, held to account or where it will sit in relation to other national operational policing units.⁷⁷

64. In May 2011, we received written evidence from the Serious Organised Crime Agency, in which it stated that it welcomed the Government's intention to create the National Crime Agency. While it was clear from this evidence that the Serious Organised Crime Agency accepted the Government's proposals, it was much less clear what it thought would

⁷⁴ *Policing in the 21st Century*, p 29

⁷⁵ *Ibid.*

⁷⁶ *Policing in the 21st Century*, p 32

⁷⁷ Ev155

be advantages of the new body, or what, even in fairly general terms, the new body would be able to do that it could not. It stated:

It [the creation of the NCA] presents the UK with an opportunity to achieve a further step change in the response to organised crime. It will build on the capabilities, techniques and skills SOCA has developed in recent years, enable further refinement of the understanding of organised crime and harmonise efforts across the law enforcement community.⁷⁸

65. When Sir Ian Andrews, Chair of the Serious Organised Crime Agency, gave oral evidence, however, a picture began to emerge of how the National Crime Agency would differ from its predecessor. He commented:

It was accepted, I think, and indeed explicit in the legislation that set SOCA up in 2006 that there was an expectation—nay, a requirement—that we should work with domestic and overseas partners, but the same obligation was not placed on other partners. So there was a sense inevitably of a sort of “coalition of the willing”, and...what is different about the National Crime Agency is that it will explicitly have the leadership requirement, the tasking and co-ordination, but also, for the first time, it will be underpinned by an Organised Crime Strategy and a Strategic Policing Requirement, which will provide that national oversight, which, frankly, we have lacked in the past.⁷⁹

Plan for the National Crime Agency

66. Further information became available on 8 June 2011, when the Government published *The National Crime Agency: A plan for the creation of national crime-fighting capability*. However, although the plan did expand on the information included in *Policing in the 21st Century*, and clarified the timetable for the Agency’s introduction—the intention is to introduce the relevant legislation in spring 2012, with the Agency becoming fully operational by December 2013—we believe that the Government needs to provide further details about how the Agency will be set up and about its responsibilities and governance. However, we discuss some of the information that does emerge from the plan below.

Child Exploitation and Online Protection Centre

67. The plan for the National Crime Agency stated that there would be four distinct commands within the National Crime Agency:

- Organised Crime
- Border Policing
- Economic Crime
- Child Exploitation and Online Protection Centre.

⁷⁸ Ev183

⁷⁹ Q 175

The inclusion of the Child Exploitation and Online Protection Centre in the National Crime Agency is in accordance with the Government's proposals in *Policing in the 21st Century*, but it did generate controversy when it was originally proposed. The Child Exploitation and Online Protection Centre, which works to prevent the sexual abuse of children, is currently an affiliated unit with operational independence from the Serious Organised Crime Agency, but accountable to the Board of the Agency through a committee. It involves police officers working alongside child protection professionals such as staff who have been seconded from the NSPCC.

68. In October 2010, Jim Gamble, at the time the Chief Executive of the Child Exploitation and Online Protection Centre, resigned because of his concerns that the Centre's multi-agency approach to child protection would not sit well with the National Crime Agency's focus on an operational response to organised crime. The NSPCC outlined similar concerns to us: "Evidence has shown that child protection is so difficult that to be effective it requires strong organisational leadership and accountability. Merging CEOP into a larger body that does not have a specific child protection mission may place this at risk."⁸⁰

69. When we asked Trevor Pearce, the Director General of the Serious Organised Crime Agency, for his views about the inclusion of the Child Exploitation and Online Protection Centre in the new National Crime Agency he referred us back to six principles that Peter Davies, the new Chief Executive of the Centre, outlined when he gave evidence on a separate occasion. Peter Davies said that those principles were:

the ability to create innovative partnerships with industry, with the voluntary sector and others...; the ability to recruit, retain and develop a multi-disciplinary workforce capable of delivering all the specialisms and expertise that we need; the preservation of the CEOP brand, which is recognised in this country, and increasingly around the world, as a mark of excellence, and is in my view a national asset; an independent governance body to which the chief executive should report; a level of ring-fenced resource that enables us to plan and resource our activity effectively ahead; and the operational independence of the chief executive.⁸¹

Peter Davies stated: "I'm very confident that everybody who is involved in the design and the decision-making is equally aware of those six principles I've articulated."⁸² Trevor Pearce commented: "in terms of the assurance of those six points... CEOP can operate effectively, having its unique identity." Sir Ian Andrews added: "And supported by the National Crime Agency infrastructure in a way that it simply could not be supported if it was on its own."⁸³

70. In the plan the Government published for the National Crime Agency, it stated that in moving the Centre into the Agency, it would ensure that the Centre:

- retains its operational independence within the context of the National Crime Agency;

⁸⁰ Ev138

⁸¹ Evidence taken before the Home Affairs Committee on 25 January 2011, *The Work of CEOP*, HC 510-ii, Q 49

⁸² *Ibid*, Q 50

⁸³ Q 214

- has clear, delegated authority for its budget;
- continues to include external partners within its governance arrangements;
- retains its well-known brand;
- retains its mixed economy of staff, from a variety of disciplines; and
- continues its innovative partnerships with the public, private and third sector and has the ability to raise and hold funds from donors.⁸⁴

71. The Government's plan for the National Crime Agency contains welcome assurances about the future of the Child Exploitation and Online Protection Centre in the new landscape, particularly in relation to safeguarding its multi-partnership approach to tackling the sexual abuse of children. In the light of these assurances, and the fact that they reflect the principles set out by the Centre's current Chief Executive, we have fewer reservations about the plan for the Centre to become one of the commands within the new National Crime Agency. Some 78% of respondents to our policing poll regarded child protection as a high priority for the police, although we do not suggest that the poll was necessarily representative. Given the vital work that the Centre for Child Exploitation and Online Protection carries out, we will return to this matter once the Agency is operational to assure ourselves that there has been no diminution in the Centre's effectiveness, independence, or ability to work as a partner with child protection agencies and charities in the UK and more widely. If in the future we judged that there had been such a diminution, we would argue for the Centre becoming a stand-alone organisation to ensure that it is in the best possible position to carry out its crucial work.

Tasking

72. The plan also clarified what was meant by the National Crime Agency's tasking and coordination ability, which was mentioned in *Policing in the 21st Century*. Tasking and coordination will entail the National Crime Agency

setting the overall operational agenda for tackling serious and organised criminality; ensuring that appropriate action is taken against criminals at the right level led by the right law enforcement agency; stepping in to directly task where there are disputes about the nature of approach or ownership; and where appropriate, tasking or providing its own resources in support.⁸⁵

73. When we asked the Minister for Policing and Criminal Justice how the National Crime Agency would differ from the Serious Organised Crime Agency, tasking was one of the points that he focused on. He commented that Sir Paul Stephenson, the then Commissioner of the Metropolitan Police, had given a speech to the Police Foundation in 2010 in which he had raised the question of whether the Serious Organised Crime Agency

⁸⁴ Home Office, *The National Crime Agency: A plan for the creation of a national crime-fighting capability*, June 2011, p 21

⁸⁵ *The National Crime Agency*, p 5

“needed to have a tasking ability in terms of its relationship with police forces.” The Minister stated: “The significance of the National Crime Agency...is that it will have that connection with police forces. It will have tasking ability, expressed through the new strategic policing requirement, and it will...draw down the activities of SOCA closer to police forces.”⁸⁶

74. We believe that there needs to be clarification about how the National Crime Agency’s ability to task police forces will relate to the ability of elected Police and Crime Commissioners to set the strategic direction and objectives of their force and, as the Government puts it in the plan, “deliver on local priorities for cutting crime.”⁸⁷ The requirement in the Police Reform and Social Responsibility Bill for Commissioners to “have regard” to the Strategic Policing Requirement and for Chief Constables to “have regard” to Commissioners’ Policing Plans leaves considerable scope for disputes. Jan Berry, the former Reducing Bureaucracy in Policing Advocate, giving evidence before the publication of the plan, commented: “there does need to be a debate about what is national and what is local.” She stated: “the new Police and Crime Commissioners and the new National Crime Agency will have responsibilities in certain areas, but they need to be made explicit.”⁸⁸

75. The plan for the National Crime Agency goes some way towards making these responsibilities explicit and implies that the Strategic Policing Requirement will provide further clarity. Under the measures contained in the Police Reform and Social Responsibility Bill, the Strategic Policing Requirement will set out the Home Secretary’s assessment of national threats and the appropriate capabilities to counter these threats. The Government states that the Strategic Policing Requirement will be

an important lever for ensuring that the policing capabilities, capacity and interoperability required to support the NCA (at force and collaborative levels) are maintained and developed. Police and Crime Commissioners will be central to its delivery, reflecting the Strategic Policing Requirement in their local planning and resource decisions, and holding their Chief Officers to account for having regard to it.⁸⁹

We remain unclear what would happen in practice if the National Crime Agency and a local Police and Crime Commissioner clashed about the allocation of resources, since, although the Police and Crime Commissioner will have a duty to “have regard” to the Strategic Policing Requirement, the Chief Constable has a similar duty to “have regard” to the Commissioner’s Policing Plan.

76. Given the concerns that some of our witnesses raised about the Serious Organised Crime Agency’s relationships with local police forces and other law enforcement bodies—it has had to depend upon a coalition of the willing—the National Crime Agency’s ability to task police forces and other relevant bodies is welcome in principle

⁸⁶ Q 673

⁸⁷ *The National Crime Agency*, p 9

⁸⁸ Q 87

⁸⁹ *Ibid.*

and in the long-term may result in the fight against organised crime becoming more effective. However, we still do not have sufficient detail about how this arrangement will work in practice, particularly in relation to Police and Crime Commissioners. We look forward to receiving more information before the publication of the Bill in spring 2012 and to commenting on a draft of the Strategic Policing Requirement. Ultimately, the success of the National Crime Agency will depend on all the bodies involved in the fight against organised crime building good relationships with each other. The Strategic Policing Requirement can contribute towards building those relationships, but it should not be regarded as a substitute for them, or as an easy fix. The recent riots in England emphasise the need for the Strategic Policing Requirement to provide clarity and direction regarding the relationship between local and national policing: for example, the extent to which each force trains officers in public order and makes these available to deploy elsewhere. We will revisit this again shortly in our inquiry into *Policing large-scale disorder: lessons from the disturbances of August 2011*.

Organised Crime Strategy

77. The Strategic Policing Requirement will be important to the successful functioning of the National Crime Agency, but the Organised Crime Strategy will also play a vital role. The plan for the National Crime Agency mentioned the strategy only in passing—unsurprisingly given that at this point the strategy still had not been published. Sir Paul Stephenson, the then Commissioner of the Metropolitan Police, said that he had recommended back in 2003 that there should be a national organised crime strategy and welcomed the fact that one was now being produced. He commented:

it would have, with hindsight, been a little better had we had the strategy before the NCA plan; but, at least, we are going to have a national strategy that should outline the way right across government and agencies what our joint responsibilities should be on this huge problem.⁹⁰

78. The Organised Crime Strategy was published on 28 July 2011. The Home Secretary stated in the introduction: “For the first time it will mean all the agencies involved in tackling organised crime working to common objectives and with a clear line of accountability.”⁹¹ She explained that the strategic approach to tackling organised crime will involve stemming the opportunities for organised crime to take root; strengthening enforcement action against organised criminals, through prosecutions where practicable but also by other methods such as restrictions on travel and entry; and safeguarding communities, businesses, and the state by raising awareness of the threat from and methods used by organised criminals.

79. In a letter to us on 28 July 2011, the Home Secretary stated that the Organised Crime Strategy would “put in place some of the key building blocks for the NCA, including the organised crime co-ordination centre, the development of organised crime group mapping and an ‘integrated operating model’ to improve the multi-agency response.”⁹²

⁹⁰ Q 597

⁹¹ *Local to Global*, p 3

⁹² Letter from the Home Secretary to the Chair of the Home Affairs Committee, 28 July 2011

80. We welcome the publication of the Organised Crime Strategy, although it would have been more useful if it had been published before the plan for the National Crime Agency. Notwithstanding the strategy has been published, we look forward to further information about how the National Crime Agency will work towards achieving the aims of the strategy. In particular, in relation to raising awareness of the threat from, and methods used by, organised criminals, we would like to see plans for how the National Crime Agency will interact with the public and businesses as well as other law enforcement bodies.

National Policing Improvement Agency functions

81. In *Policing in the 21st Century*, the Government characterised the principal focus of the National Crime Agency as “improving the operational response to organised crime and improving the security of our borders”.⁹³ However, it also commented “there may also be other national issues for which responsibility could logically sit with the new Agency.”⁹⁴ Among other things, the Government suggested that the National Crime Agency might be able to take on responsibility for some of the functions currently performed by the National Policing Improvement Agency, although it added: “we would want to ensure that this did not detract from the new Agency’s operational focus.”⁹⁵

82. The plan for the National Crime Agency simply stated:

The NCA may lead the national response to other criminality or house other functions provided that funding is available and

- the criminality has the potential for significant harm; crosses a number of geographical areas; and/or requires specialist capability that would be too costly or inefficient if held in every force;
- the functions or activity required fit the operational, crime-fighting focus of the Agency and it is more efficient and effective in operational and financial terms for the function to be provided nationally.⁹⁶

It is surprising that the plan the Government published on 8 June 2011, nearly a year after the original proposals for the National Crime Agency, does not contain any further information about which National Policing Improvement Agency functions can or will be taken on by the new Agency.

83. While stressing that the fate of the National Policing Improvement Agency functions was a decision for Ministers, Sir Ian Andrews, the Chair of the Serious Organised Crime Agency, commented: “there are some aspects of what goes on in the NPIA that might find a role in the NCA.” However, he added: “I think a lot of it would be better not within the

⁹³ *Policing in the 21st Century*, p 30

⁹⁴ *Ibid.*

⁹⁵ *Policing in the 21st Century*, p 31

⁹⁶ *The National Crime Agency*, p 13

NCA because it conflicts with that role of operational crime fighting.”⁹⁷ The danger of giving the National Crime Agency functions that detract from its focus on organised crime was also raised by several of our other witnesses, including the National Policing Improvement Agency itself, which stated that there was a risk of the new National Crime Agency being distracted from its operational focus. It commented:

A small number of NP/IA functions may have a strong strategic fit with the new body’s crime fighting role. Examples include the provision of specialist advice to forces on the most serious crimes, missing persons and witness protection functions, and intelligence and data matching functions in respect of serious crimes.

The fit is less clear in respect of a number of other essential operational support services, such as national activity on forensics and providing accreditation and specialist training and advice on proceeds of crime issues.⁹⁸

Nick Gargan, the Chief Executive of the National Policing Improvement Agency, told us that he expected that only about 90 people, out of 1,700, and £5 million, in the context of expenditure for 2009–10 of £447.6 million, would end up in the National Crime Agency.⁹⁹ The Minister for Policing and Criminal Justice confirmed that “relatively only a few functions” were likely to go into the National Crime Agency.¹⁰⁰

84. There is also the issue of a potential gap between the phasing out of the National Policing Improvement Agency, which is still scheduled for spring 2012, and the setting up of the National Crime Agency, which is due to become fully operational in December 2013. Concerns about the clash between these two timetables were raised by the Association of Police Authority Chief Executives, among others.¹⁰¹ Although some elements of the National Crime Agency could be up and running sooner than December 2013, they presumably could not be up and running until the relevant legislation has been passed and there are no plans to introduce this legislation until spring 2012.

85. Only those National Policing Improvement Agency functions that relate directly to the National Crime Agency’s focus on improving the operational response to organised crime and improving border security should be transferred to the new Agency. The task ahead of the National Crime Agency is sufficiently daunting without its focus being diverted by additional functions only tangentially related to its purpose. Although we expect that only a small number of functions will be transferred, we are concerned about the gap in time between the scheduled phasing out of the National Policing Improvement Agency in spring 2012 and the setting up of the National Crime Agency, which is due to become fully operational by December 2013. This adds further weight to our call to the Government to delay the phasing out of the National Policing Improvement Agency.

⁹⁷ Q 192

⁹⁸ Ev164

⁹⁹ Q 415

¹⁰⁰ Q 669

¹⁰¹ Ev157

Responsibility for counter-terrorism

86. Although the Government's plan for the National Crime Agency is silent on the subject of which National Policing Improvement Agency functions might be transferred to the new National Crime Agency, it does comment on whether the National Crime Agency might take on responsibility for counter-terrorism. Counter-terrorism is currently the responsibility of the Metropolitan Police. Its SO15 Counter Terrorism Command was created in 2006 when it took over the roles and responsibilities of the Anti-Terrorist Branch and Special Branch. It aims to protect London and the UK from the threat of terrorism. The Association of Chief Police Officers also has a Terrorism and Allied Matters business area, which is known as TAM and which co-ordinates counter-terrorism policy and strategy in England and Wales. It has overseen the development of a number of regional counter-terrorism policing units that work together with the Metropolitan Police. The Government states:

Counter-terrorism policing already has effective national structures. The Government is considering how to ensure these strengths are maintained and enhanced alongside the rest of its new approach to fighting crime. However, no wholesale review of the current counter-terrorism policing structures will be undertaken until after the 2012 London Olympic and Paralympic Games and the establishment of the NCA.¹⁰²

The Minister confirmed in oral evidence that there would be “no change to counter terrorism policing arrangements until the Olympics.”¹⁰³ The Olympics, however, are a far from distant prospect: they are less than a year away.

87. Sir Paul Stephenson, the then Commissioner of the Metropolitan Police, gave several reasons for keeping responsibility for counter-terrorism with the Metropolitan Police. First, he stated that “we have this golden thread linking a community constable through to the national co-ordinator for counterterrorism within policing.”¹⁰⁴ When we probed him on how this golden thread applied to constables in forces other than the Metropolitan Police, he commented that other forces were also involved in “the development, the build and the exercise of the counter-terrorism effort.”¹⁰⁵ It is not entirely clear to us how this would be different if counter-terrorism were to become the responsibility of the National Crime Agency, rather than the Metropolitan Police. Local forces would still be involved in the counter-terrorism effort, just as they will still be involved in the fight against organised crime.

88. Sir Paul's second main reason for keeping responsibility for counter-terrorism with the Metropolitan Police was that

the threat from terrorism, because of the high consequence, will always out-trump the threat from serious organised crime, so there is a drain of asset towards counter-

¹⁰² *The National Crime Agency*, p 13

¹⁰³ Q 665

¹⁰⁴ Q 605

¹⁰⁵ Q 610

terrorism, which means that you once again fail to recognise serious organised crime as a serious problem.

89. We agree that the nature of the threat from terrorism is such that there is always a danger that it will draw resources and attention away from other areas of crime. However, we would suggest that recent events have shown that this is true wherever counter-terrorism is located. When he gave evidence to our inquiry into *The Unauthorised Tapping Into or Hacking Of Mobile Communications*, Peter Clarke, the former Deputy Assistant Commissioner at the Metropolitan Police who oversaw the original inquiry into phone hacking, commented that by the middle of 2006, when he was overseeing the phone hacking inquiry, the Anti-Terrorist Branch had more than 70 live operations relating to terrorist plots. As we reported, in this context, he had to decide on priorities, and the priority of protecting life by preventing terrorist attacks was higher than that of dealing with a criminal course of conduct that involved gross breaches of privacy but no apparent threat of physical harm to the public. Many would argue that this was a perfectly valid decision, but we mention it here because it shows that counter-terrorism will be the prime focus of attention wherever responsibility for it is situated.

90. Sir Paul commented that none of his reasons were such that responsibility for the counter-terrorism should never be transferred to the National Crime Agency. He stated: “but let us base any move on the rough analysis and not structural or political convenience.”¹⁰⁶ **Although London is a prime target for terrorist attacks, the terrorist threat is a national problem and there would be advantages in placing responsibility for counter-terrorism in the National Crime Agency. We recognise, however, that there is a danger that this would divert resources and attention from the fight against organised crime, but this will be the case wherever counter-terrorism is placed, and a national agency may be better placed to make such judgments. We agree with the Government that responsibility for counter-terrorism should remain with the Metropolitan Police until after the Olympics, not least because the National Crime Agency will not be fully functional until the end of December 2013. However, we recommend that, after the Olympics, the Home Office consider making counter-terrorism a separate command of the National Crime Agency: there should be full co-operation and interaction between the different commands. Such a change would also allow for greater clarity in the leadership and accountability of the Metropolitan Police through the Mayor of London, since there would be less justification for involvement by the Home Secretary: for example, in appointing the Metropolitan Police Commissioner.**

Governance and accountability

91. The Home Secretary currently appoints the Chair and Director General of the Serious Organised Crime Agency and can dismiss them. Under the Serious Organised Crime and Police Act 2005, the Agency is required to publish an annual plan, setting out how it intends to exercise its functions, and an annual report and accounts. SOCA describes further accountability arrangements as follows:

¹⁰⁶ Q 607

It [SOCA] is subject to oversight by a range of regulatory and other bodies such as HM Inspectorate of Constabulary, Office of Surveillance Commissioners, Investigatory Powers Tribunal, Independent Police Complaints Commission, the Information Commissioner and the Financial Action Taskforce (on international money laundering standards), as well as the National Audit Office. All SOCA operational activity linked to Home Office-led programmes of activity are scrutinised by [the] Home Office chaired Performance Review Group. SOCA's operational case work is undertaken in an evidential environment which is scrutinised through the courts. It also publicises key outcomes and preventative messages through its website where possible.¹⁰⁷

92. The governance and accountability arrangements for the new National Crime Agency are still in outline form and there are many details that need to be confirmed. In *Policing in the 21st Century*, the Government stated: "There will need to be clear, revised robust governance and accountability arrangements for the new National Crime Agency, recognising its intelligence-led operational focus."¹⁰⁸ The Government's plan for the National Crime Agency contained a chapter on "The Accountability and Governance of the NCA", but the chapter was only a page long and informed the reader that the Agency would be led by a senior Chief Constable appointed by the Home Secretary; that the Agency would publish an annual plan and report on its progress in meeting the commitments in that plan; and that it would have an open and outward-facing relationship with its partners and with the public.¹⁰⁹ Sir Ian Andrews's response to our question about his thoughts on the governance of the National Crime Agency did not enlighten us much further, although his reluctance to express a view is understandable given that, as he rightly said, this is a decision for the Home Office. He commented only: "there are a number of models that one could use for the governance of a future National Crime Agency...I can see pros and cons for all of them."¹¹⁰

93. The Information Commissioner's Office raised a point about the application of the Freedom of Information Act to the new Agency. The Serious Organised Crime Agency is currently exempt from the Freedom of Information Act. The Information Commissioner's Office stated:

It appears that the proposed NCA will have a much wider remit than SOCA and the Commissioner considers it would be a backward and unnecessary step if the whole agency had a blanket exemption from Freedom of Information legislation by designating the NCA under section 23(3). This would be compounded if, for example, the NCA is responsible for some of the functions currently carried out by the NPIA and the UKBA who are subject to the FOIA [Freedom of Information Act].¹¹¹

¹⁰⁷ Ev183

¹⁰⁸ *Policing in the 21st Century*, p 30

¹⁰⁹ *The National Crime Agency*, p 22

¹¹⁰ Q 202

¹¹¹ Ev125

94. We seek an assurance from the Home Office that the National Crime Agency will be subject to at least the same level of scrutiny as the Serious Organised Crime Agency. We ask it to provide details of which bodies will undertake this scrutiny. We also ask it to supply, as soon as possible, a more detailed indication of the governance arrangements that will apply to the new agency so that we have time to consider these before the publication of the Bill. We expect that some elements of the National Crime Agency's work could not reasonably be subject to the Freedom of Information Act, but we ask the Government to ensure that as much of it as possible is subject to the Act.

Budget

95. The plan for the National Crime Agency states: "The total cost of the organisation will not exceed the aggregate of the Spending Review settlement for the precursors and the costs of the fully funded functions it is agreed should migrate into the NCA."¹¹² Stephen Webb, Director of Finance and Performance Directorate in the Crime and Policing Group at the Home Office, confirmed to us that "the vast bulk" of the National Crime Agency's budget will be that of the current Serious Organised Crime Agency.¹¹³ He added: "It is likely to be a little higher than that because some functions that may come over from the NPIA will want to come over with funding."¹¹⁴ As the quotation from the plan implies, the nominal budget of the Serious Organised Crime Agency will reduce over the Spending Review Period, as the following table supplied by the Home Office shows:

Table 4: SOCA Spending Review Budget allocations (figures in £ million)

SOCA	2011/12	2012/13	2013/14	2014/15	Real Terms Reduction from 2010/11 baseline
Admin	30.601	28.208	25.765	23.199	36%
Programme near cash	344.045	327.832	324.872	326.596	19%
Ringfenced resource (depreciation)	42.000	40.000	36.000	30.000	
Total non-ringfenced resource (near cash)	374.646	356.041	350.637	349.795	
Resource DEL total	416.646	396.041	386.637	379.795	20%
Capital DEL	21.200	20.400	16.600	15.200	

Source: Additional written evidence supplied by the Home Office

96. In its written evidence, the Serious Organised Crime Agency told us that the National Crime Agency would ensure that "more law enforcement activity takes place against more criminals, at reduced cost".¹¹⁵ The point about reduced cost was also made by the Government in *Policing in the 21st Century*. When we asked Sir Ian Andrews and Trevor Pearce, the Chair and Director General of the Serious Organised Crime Agency, how the savings might be achieved in the new Agency, we received lengthy and rather woolly

¹¹² *The National Crime Agency*, p 24

¹¹³ Q 680

¹¹⁴ Q 682

¹¹⁵ Ev183

answers. Sir Ian mentioned that the Serious Organised Crime Agency had identified 9,000 individuals who were involved in organised crime and covered by its programme of work and commented: “We will have the opportunity, when the NCA is in place, to share that data set more widely and to have an effective way of prioritising a tiered approach to the right people at the right time.”¹¹⁶ Trevor Pearce mentioned the importance of having a range of responses to organised crime. He stated:

An example: we were not able to put evidence of conspiracy around the importation of controlled drugs, even in our major cities. However, knowing that the businesses of the individual involved were used as an enabler, working with the Fire Service, Health and Safety, local councils in terms of environmental health, and the UKBA, we were able to go in to deal with illegal working and to close down the businesses that supported that criminal organisation. That is a much cheaper response than carrying on a long-term proactive investigation.¹¹⁷

He also commented on the importance of “new technology.”¹¹⁸

97. Not only will the new National Crime Agency have to prove itself more effective than the Serious Organised Crime Agency at tackling organised crime, the constraint of the Spending Review means that it will have to do so with what will be in effect a smaller budget than that of its predecessor. Although the need to make savings offers the opportunity to find more cost-effective ways of working, the magnitude of this challenge should not be underestimated. Once the head of the new Agency is in place, and the Agency’s remit and responsibilities have been laid out in more detail, a plan should be produced setting out where the necessary savings will be found.

The future

98. Despite the publication of the Government’s plan, the National Crime Agency is still, as Sara Thornton, the Chief Constable of Thames Valley, put it, very much in its “early stages”.¹¹⁹ Sir Paul Stephenson, the then Commissioner of the Metropolitan Police, told us that he welcomed the fact that there was a plan and said that there were “some positive things in it”, such as the Organised Crime Co-ordination Centre, which would enable the new Agency to “get a properly coherent picture of the problem of serious organised crime in this country”.¹²⁰ However, he also commented that there was a need for “further clarity once we appoint a new head” and that “then that organisation needs to start being constructed and built.”¹²¹ He stated: “we need the person who is going to be leading this thing to be part of the build.”¹²² His points were echoed by Derek Barnett, President of the Police Superintendents’ Association of England and Wales, who commented: “what we

¹¹⁶ Q 198

¹¹⁷ Q 198

¹¹⁸ Q 199

¹¹⁹ Q 714

¹²⁰ Q 592

¹²¹ Q 593

¹²² Q 592

desperately need now is to appoint the head of that organisation. I think, once we have cleared that particular hurdle, some of the detail will become more apparent.”¹²³

99. When the Home Secretary presented the Government’s plan for the National Crime Agency in the House of Commons on 8 July 2011, she stated:

An individual at chief constable level will be appointed fairly soon—within the next few months—and will be able to work within the Home Office over the period before the NCA is set up. At that point there will be a transition for a permanent individual to be established as the head of the NCA.¹²⁴

She commented that an advertisement for the post had been published that day and stated: “we intend that the head of the NCA will be a senior chief constable who is at the top tier in terms of salary and rank.”¹²⁵ There had previously been speculation that the salary for the head of the National Crime Agency would be capped at £140,000 a year, which would be below the salary of some Chief Constables, who receive a rate of pay partially based on the size of their force and the type of work with which it deals.¹²⁶ As yet, no one has been appointed as head of the National Crime Agency.

100. The National Crime Agency has the potential to be more effective than its predecessor at preventing organised crime, particularly in the light of its ability to task police forces and other law enforcement bodies. However, much of the detail of how the Agency will work in practice is still unpublished. The position of Head of the National Crime Agency should be regarded as one of the key policing jobs in the UK. The delay already experienced in appointing a permanent head is regrettable. We are disappointed that there was very little interest in the post when it was originally announced. We urge the Government to appoint a head of the National Crime Agency as a matter of urgency. The salary should be set at a level appropriate to attract senior Chief Constables of the highest calibre. When the Home Secretary presented the Government’s plan for the National Crime Agency she referred to “a transition for a permanent individual to be established as the head of the National Crime Agency.” We do not believe that it would be helpful to have one individual involved in setting up the Agency, with another individual then taking over as head. The individual who is appointed should be directly involved in setting up the new Agency and should go on to become its permanent head. We trust that once a permanent head has been appointed, they will stay in post for sufficient time to provide continuity and stability. Leadership in the police service suffers if people in senior positions are continually moving jobs.

¹²³ Q 654

¹²⁴ HC Deb, 8 June 2011, col 237

¹²⁵ HC Deb, 8 June 2011, col 243

¹²⁶ For further information about the salary of Chief Constables, see Tom Winsor, *Independent Review of Police Officer and Staff Remuneration and Conditions*, Part 1, March 2011, pp 112-13

3 The Professional Body

101. In this chapter we consider the recommendations in Peter Neyroud's review of police leadership and training, whether there is a need to professionalise the police service, the role of the Association of Chief Police Officers in the current landscape and whether it would still be needed if there were to be a Professional Body for policing, the role of the Professional Body in relation to training and guidance, and, finally, the governance arrangements and budgets for the proposed new body.

Peter Neyroud's Review

102. In August 2010, the Home Secretary commissioned Peter Neyroud, who was then Chief Executive of the National Policing Improvement Agency, to undertake a review of police leadership and training. The terms of reference included:

- how ACPO can own and develop a shared vision in the service which engages its practitioners, with Police and Crime Commissioners locally and nationally, with Government and other organisations such as the new National Crime Agency, for the standards of leadership and the development of the profession, building on learning from the Leadership Strategy;
- how to develop an ACPO capacity to deliver leadership development, and assessment/accreditation, supported by the Superintendents' Association, the Police Federation and others, which brings a cohesive approach to the leadership landscape;
- how the leadership functions can be transitioned effectively in the context of the need for very substantial budget reductions;
- the need to respond to the Government's priority of reducing the unsustainable national deficit, including alternative funding models for leadership that both reduce and recover cost;
- the potential role of other providers in training delivery, including other public sector leadership academies, the private sector, and other institutions.¹²⁷

103. Peter Neyroud published his review on 5 April 2011. Its principal recommendation is the creation of a new Professional Body for policing "embracing the whole of the police service and responsible for leadership, learning and standards."¹²⁸ The review proposes that the new body would be supported by a Charter and would be responsible for:

- key national standards, both individual and organisational;

¹²⁷ Peter Neyroud, *Review of Police Leadership and Training*, April 2011, p 9

¹²⁸ *Review of Police Leadership and Training*, p 2

- qualification frameworks; and
- leadership and training approaches for the service.

The body would therefore be taking on some of the functions currently performed by the National Policing Improvement Agency and some currently performed by the Association of Chief Police Officers, points to which we return later.

The need to professionalise the service

104. Peter Neyroud commented in his review that “the police service needs to move from being a service that acts professionally to becoming a professional service”.¹²⁹ He expanded on what he meant by this when he gave evidence to us:

There has been a great deal of work to make the service, for example, much better at investigating crime, much better at dealing with particular specialist functions, but, to be frank, none of those have been pulled together as a clear, single, professional body of knowledge yet.¹³⁰

Reactions from our other witnesses to the idea of a Professional Body for policing ranged from enthusiastic to cautiously supportive to sceptical. There appears to be no one dominant reaction—positive or negative—in the policing world, and this in itself could prove problematic to the Body’s development. Sir Hugh Orde, President of the Association of Chief Police Officers, said that he personally was in favour of the proposal for a chartered institute: “I think it professionalises policing or recognises policing as a profession and gives us a chance to make sure that we maintain certain standards.”¹³¹ Inspector Damian O’Reilly, an officer with Greater Manchester Police, was also positive about the idea:

Personally I think there are merits obviously in professionalising the police service.... When you compare us to other organisations because, perhaps, we are not accredited for a lot of the courses that we have done in terms of a recognisable qualification, arguably that affects credibility.¹³²

105. However, Derek Barnett, President of the Police Superintendents’ Association of England and Wales, said that although he and his members supported the idea of a Professional Body in principle, he was less clear about how it would work in practice:

The difficulty appears to have been in the terminology, because nobody is quite clear what a “professional body” means in policing. The Royal College of Nursing, for example, is a trade union that acts in furtherance of the interests of its members. I think what Peter Neyroud is suggesting is something that is both regulatory but also

¹²⁹ *Review of Police Leadership and Training*, p 11

¹³⁰ Q 4

¹³¹ Q 103

¹³² Q 570

membership-focused, and that has caused us a bit of difficulty because it becomes a bit of a hybrid organisation.¹³³

Paul McKeever, Chairman of the Police Federation, commented that he was still consulting his members, but stated:

We have some real concerns with a professional body. We wonder why it is that we need a professional body when policing is in effect a professional ready, and we wonder how it is going to alter the dynamic with the office of constable in particular.¹³⁴

He commented: “if ACPO perhaps was not under pressure to change what it is...would we be facing a professional body? I do not think that we would.”¹³⁵

106. There is some support for a Professional Body for policing from within the service itself, but there does not appear to be a strong demand for such a body as yet. Peter Neyroud’s proposals seem to have been strongly influenced by the need to adjust to the phasing out of the National Policing Improvement Agency and redefine the role of the Association of Chief Police Officers, rather than the need to professionalise the police service per se. This does not mean that a Professional Body could not ultimately become a useful part of the policing landscape, but it does mean that if the Government proceeds with these proposals, it will need to win hearts and minds and to convey coherently the nature and role of the new body.

The Professional Body and ACPO

107. The Association of Chief Police Officers (ACPO) was founded in 1948 and, over the years, it has taken on an increasing number of roles in relation to the national-coordination of policing and policy-making. It would be an exaggeration to say that it has acquired these roles by accident rather than by design, but there is an element of chance in the way it has developed. Sir Hugh Orde, President of ACPO, stated that it had a grip on the national policing landscape, but commented: “It is not through any choice; it is because someone has to do it.”¹³⁶ Mick Creedon, the Chief Constable of Derbyshire, commented on “the huge complexity of policing and where things sit” and stated: “What has happened, I think, is that we have put things in places by default.”¹³⁷

108. ACPO’s membership comprises chief officers of the rank of Assistant Chief Constable (Commander in the Metropolitan Police Service and City of London Police) or above, as well as senior police staff equivalents. There are currently 334 members. Chief officers are not remunerated for their work for ACPO and carry out their duties in addition to their everyday work. The President of ACPO is a full-time, paid post, however. ACPO

¹³³ Q 647

¹³⁴ Q 492

¹³⁵ Q 493

¹³⁶ Q 119

¹³⁷ Q 119

describes itself as “a professional body not a staff association.”¹³⁸ A separate body, the Chief Police Officers’ Staff Association, acts as a staff association.

109. ACPO’s work is conducted through business areas, which are headed by a serving chief officer, who has responsibility for that broad area of policing. Under each business area, there are portfolios, which are the responsibility of individual officers, who are then the national lead on that specific issue. The business areas are: children and young people; crime; criminal justice; equality, diversity and human rights; finances and resources; futures; information management; local policing and partnerships; Olympics; performance management; terrorism and allied matters; uniformed operations; and workforce development. ACPO develops national standards and professional practice in these areas. It also has oversight of a number of national policing units, agencies, and projects, including until recently the national units on domestic extremism, which are now the responsibility of the Metropolitan Police.¹³⁹ ACPO employs a small secretariat of 23 staff to assist with its work.

110. Avon and Somers et Cons tabulary stated in its written evidence that there was a recognition, “led by ACPO itself,” that ACPO needed to change.¹⁴⁰ Part of the concern about ACPO relates to its status since 1997 as a limited company, which Sara Thornton, the Chief Constable of Thames Valley, described as “a device to sort out a very practical issue about renting premises and employing staff.”¹⁴¹ The fact that ACPO is a limited company means that it is not automatically subject to the Freedom of Information Act. There are also wider concerns about its accountability. In evidence given to our predecessor Committee shortly after taking up the role of President, Sir Hugh Orde said:

We are more than happy to be subject to the Freedom of Information Act. Of course, most of our information is owned by chief constables anyway so it is absolutely retrievable, but I do think we are more than happy for that and work is underway on that front with legislation that, I am told, will be necessary to achieve it.¹⁴²

The Information Commissioner’s Office told us that it welcomed the intention to bring ACPO under the provisions of the Freedom of Information Act.¹⁴³

111. The need for greater transparency is not, however, the only concern that has been raised about ACPO. The involvement of its members, who are unelected and unaccountable, in policy-making has also caused disquiet. The Police Foundation stated:

we believe ACPO should take great care when advising on policing policy...We strongly believe that policy should for the main part be left to Government ministers who are accountable to Parliament. ACPO has been criticised on a number of

¹³⁸ <http://www.acpo.police.uk/About/Membership.aspx>

¹³⁹ Q 123

¹⁴⁰ Ev141

¹⁴¹ Q 723

¹⁴² Oral evidence to the Home Affairs Committee on *The Work of the Association of Chief Police Officers*, 13 October 2009, Q 8

¹⁴³ Ev125

occasions for lobbying on policing policy issues, particularly under the last government, and we believe that this should not continue.¹⁴⁴

112. In *Policing in the 21st Century*, the Government commented that ACPO's role in the new landscape would be in "repositioning itself as the national organisation responsible for providing the professional leadership for the police service, by taking the lead role on setting standards and sharing best practice across the range of police activities."¹⁴⁵ Peter Neyroud's terms of reference included consideration of ACPO's role in the new landscape and his review itself stated: "The Professional Body will 'reposition' ACPO by merging its functions into the new body whilst bringing in members from across the service, from police officer and police staff roles."¹⁴⁶

113. Taking both of these comments together raises the question of whether the Professional Body will essentially be ACPO by a different name. When we asked Peter Neyroud whether the Professional Body was "just a revamped ACPO", he replied

No, absolutely not...I think there are some pretty well rehearsed flaws in the current organisation, not the least of which was creating the organisation as a company limited by guarantee operating in public space—that was a serious flaw. I have been very careful to try and set out an organisation that encompasses the whole of the profession. I think that is, again, a deep flaw in the current process.¹⁴⁷

114. We asked Sir Hugh Ord how he thought the new Professional Body would differ from ACPO. He commented:

I think the very clear difference is it [the Professional Body] is an inclusive organisation that requires the support and engagement of every officer...so it is completely different. It would be a body of 145,000-plus people. It should include all people who are involved in policing, sworn and unsworn; otherwise, frankly, over time it will not work.¹⁴⁸

This commitment to an inclusive organisation sounded positive, but was slightly undercut when Sir Hugh added: "Whether one can start off with that sort of great big event or we need to start building incrementally I think is a matter for debate."¹⁴⁹

115. Some of the rhetoric used in the review also raises doubts about how inclusive the body would be in practice. The review referred to ACPO as being the "head and heart" of the new Professional Body.¹⁵⁰ Sara Thornton, one of ACPO's three Vice Presidents, described the phrase as "probably ill advised." She said: "In my view, the heart of policing is the people who go and work 24/7 in all weathers doing difficult jobs, and not chief

¹⁴⁴ Ev109

¹⁴⁵ *Policing in the 21st Century*, p 33

¹⁴⁶ *Review of Police Leadership and Training*, p 11

¹⁴⁷ Q 10

¹⁴⁸ Q 117

¹⁴⁹ *Ibid.*

¹⁵⁰ *Review of Police Leadership and Training*, p 50

officers necessarily.”¹⁵¹ She said that the new body needed to be “intensely democratic” and “to include the whole of the service, all ranks, police staff and police officers.”¹⁵²

116. It is extremely unhelpful to talk of ACPO as being the head and the heart of the new Professional Body, or to use similar expressions. ACPO represents and involves chief officers and the most senior managers in the police service, whereas a significant contribution is made by superintendents. The Police Superintendents’ Association has for years made a valuable contribution to professional development and standards, as well as reflecting the practicalities of crime reduction work on the ground. The majority of police officers are represented by the Police Federation, which also makes an important contribution to training and development. All three elements of the police service, and all three bodies need to share and be engaged in developing a Professional Body.

117. It is also unhelpful to suggest that the Professional Body could become inclusive in stages. If the Professional Body is to succeed, it must be inclusive from the outset. The police’s basic Peelian mission to prevent crime and disorder should be at the centre of the Professional Body. The Professional Body has the potential to change the police service for the better, particularly with regard to training—a point to which we return later—but only if it is emphatically not, and not perceived to be, a repositioned ACPO. Individual police officers and members of staff, whatever their rank, need to believe that this is their body: not least because, as we discuss below, they would be contributing a substantial element of its running costs.

The role of the Professional Body

Guidance and standards

118. One of the principal roles of the Professional Body—a role currently performed by ACPO—would be the issuing of guidance and the setting of standards. In the light of the concerns that have been raised about ACPO’s involvement in developing policy, we asked Peter Neyroud about the distinction between setting guidance and standards, and setting policy. He commented that there was a difference between policy, which is the province of Ministers, and “the day-to-day practice that police officers do.” He illustrated his point with the example of the police use of firearms. He stated:

there is a distinction between the overall policy about how the police service in England and Wales approaches the issue of the use of lethal force, which is properly the province of political debate and...of these two Houses, and the detailed practice about how you train police officers, how they will physically carry out their duty.¹⁵³

He agreed, however, that “there is always going to be a join between the detailed practice and training and the overall policy”.¹⁵⁴ In the review itself, he stated:

¹⁵¹ Q 722

¹⁵² Q 721

¹⁵³ Q 6

¹⁵⁴ Q 7

in policing there are some standards which will create a probability of police officers using significant force and therefore causing harm to citizens, where the standard is designed to protect the public from a serious and significant risk of harm, or where the standard carries the possibility or indeed strong probability of a significant interference with liberty. In these cases, it seems to me that those standards should be the subject of external scrutiny and, in many cases, by agreement between the Police Professional body and the Secretary of State.¹⁵⁵

119. When we asked Peter Neyroud who would decide whether an area of practice required this higher degree of public scrutiny—a question he himself raised in the review—he commented: “I would expect there to be a very clear set of agreements and understandings openly set out between the professional body, [and] the Home Secretary”.¹⁵⁶ We note that although Peter Neyroud made a distinction between the two spheres of policy and practical guidance, he thought that the Professional Body should have a role in both. He stated: “a professional body can properly operate in the second sphere and can properly influence the first.”¹⁵⁷

120. The new Professional Body should not be a policy-setting body for policing. National policy should be set by the Home Office and guidance and standards issued by the Professional Body should be subordinate. In recognition of the fact that guidance and standards sometimes shade into policy, the Home Office will need to review what is developed and refer it to Ministers as necessary. We return to the issuing of guidance in our chapter on bureaucracy.

121. Given that the Professional Body would take on ACPO’s functions in relation to guidance and standards the question arises of whether there would still be a need for a separate ACPO in the new landscape. Sir Hugh Orde, perhaps unsurprisingly, implied that there would. After commenting favourably on Peter Neyroud’s proposal for a Professional Body for policing, he added:

That all having been said, we still come up against this difficult territory when you are trying to deliver a consistent approach to deal with national threats of some structure whereby the chief constables have to come together to agree those operational standards.¹⁵⁸

Sara Thornton, the Chief Constable of Thames Valley Police and a Vice-President of ACPO, also thought that there would still be a need for a body involving Chief Constables that was separate from the Professional Body. She stated:

Where we have a slight concern is that the assumption is that somehow the Chief Constables’ Council could be part of such a democratic body. I am not sure it could be because there are some decisions on which 44 chiefs who have legal direction and control responsibilities come together to agree common ways. A couple of examples would be the command protocols we have for dealing with terrorism incidents or,

¹⁵⁵ *Review of Police Leadership and Training*, p 66

¹⁵⁶ Q 70

¹⁵⁷ Q 6

¹⁵⁸ Q 103

indeed, the way we have all agreed to deal with the threat from marauding gunmen. I would contend that that sort of decision could not be taken by a professional body. It has to be a decision made by 44 Chief Constables, with the legal responsibility they have, agreeing to do the same thing in the national interest.¹⁵⁹

122. There should be a Chief Constables' Council, separate from the Professional Body. Its purpose should purely be for Chief Constables to discuss operational matters. The Council should not be a policy-making body, any more than the Professional Body should be. In addition, the Council should not have its own operational capacity or functions, and should not conduct for-profit activities.

Training

123. In addition to guidance and standards, the Professional Body would have responsibility for training. In his review, Peter Neyroud referred to “a transformation of the culture of learning in the police service.”¹⁶⁰ He advocated “moving away from in house delivered programmes which have been largely classroom based to a new partnership with Higher Education, building towards the ‘teaching hospitals’ for policing linking learning with practice.” He also recommended “a new professional qualification framework [which] will see managers and frontline officers developed and supported to keep their practice current and consistent with the best.”¹⁶¹

124. When we asked Paul McKeever, Chairman of the Police Federation, whether he thought that the Professional Body would improve the quality of and access to training, he replied:

The best training that police officers get is on the job when you are with other officers and learn directly from them. However, we have a training body that was set up only two or three years ago—the National Police Improvement Agency—and within forces we also have a lot of independent training bodies and units to deal with particular aspects of that. Do we need a separate entity? I am not sure.¹⁶²

However, the National Policing Improvement Agency will not be in existence for much longer, and, unless all training is going to be provided locally, a national body will have to take on some of its functions. Moreover, under Peter Neyroud’s proposals, which employ the ‘teaching hospitals’ model, training would take the form of “on the job” learning as well as theory.

125. We asked Peter Neyroud how his recommendations would help police officers to avoid making mistakes when they carried out their mission of preventing crime and disorder, using the mistakes made in the investigation into the murders committed by Peter Sutcliffe as an example. Peter Neyroud replied that there were several elements of his proposals that would be helpful in such a context:

¹⁵⁹ Q 721

¹⁶⁰ *Review of Police Leadership and Training*, p 2

¹⁶¹ *Ibid.*

¹⁶² Q 493

the first of which is to place a greater onus on individuals to be continuously professionally developed through their career. That has been one of the flaws, and there has been a tendency to have long periods between training when practice should have changed. Secondly, there is a strong thread running through this about ensuring the quality of specialist training, and including detectives. Thirdly, there is a stronger thread about senior managers: because a large part of the problem with the Ripper inquiry was also about senior managers who didn't properly supervise and didn't understand how to make the investigation work, there is a substantial amount of emphasis on ensuring better qualifications at those key levels.¹⁶³

126. Tom Winsor commented that the creation of a Professional Body would be “very likely to harmonise” with his own recommendations. He stated that a Professional Body would fit “rather neatly with the principles and proposals that I have made for the establishment, for example, of the expertise and professional accreditation allowance,” which would allow for “the recognition of skills that are acquired and used in police careers so that those who do not only the most arduous jobs, but the most highly skilled jobs, should be recognised through pay as well as in other ways.”¹⁶⁴

127. Although a new Professional Body would be the obvious institution to take on the National Policing Improvement Agency's responsibility to provide support to forces on training, it is unclear from Peter Neyroud's review exactly which functions currently performed by the Agency would transfer to the new body. Nick Gargan, the Chief Executive of the National Policing Improvement Agency, commented:

Peter Neyroud has produced a report that, in some respects, is remarkably detailed. We can go into Peter's report and find out how much a PSCO or a police sergeant will pay to be a member, but what we don't understand is which of those NPIA functions, with certainty, would end up in the body.¹⁶⁵

The absence of this detail is perhaps all the more surprising given that Peter Neyroud was himself the Chief Executive of the National Policing Improvement Agency until he undertook the review. It is not just the National Policing Agency's training functions that could be incorporated in the Professional Body. When we asked Peter Neyroud what should happen to National Improvement Agency functions such as the national injuries database, and where other functions connected with serious crime might sit, he commented: “I propose they sit with the professional body as support functions.”¹⁶⁶

128. A properly resourced and structured Professional Body could have the potential to improve police training, particularly if it encourages practical learning and places an onus on individuals continually to update their knowledge. The emphasis on specialist training and qualifications also harmonises well with Tom Winsor's proposals to reward those who do skilled jobs. However, it is not clear which of the functions currently provided by the National Policing Improvement Agency and listed in chapter

¹⁶³ Q 21

¹⁶⁴ Q 470

¹⁶⁵ Q 424

¹⁶⁶ Q 41

1 of this report will migrate to the Professional Body in the new landscape. We urge the Home Office to provide a list of exactly which functions will be transferred to the new Body.

Budget and governance of the Professional Body

129. In the review, Peter Neyrou d stated: “The core and su pporting func tions of th e Professional Body ... would be funded through a combinat ion of personal subscrip tion charges, fees for ser vices received from the Professional Body, along with a much reduced grant.”¹⁶⁷ He told us tha t the curr ent over all envelope of fund ing tha t the Hom e Offi ce provided for the activiti es described in the report was £20 million. He said that the contribution from the Home Office would fall to £5 million over the four years of the Spending Re view p eriod. How ever, the overall c ost of th e Professional Body over the Spending Review period would be £15 million. Th e remaining funding would come from subscriptions fr om member s—that is, police officers and staff—and from a levy or payment for services.¹⁶⁸ Th e £15 mil lion would be sp lit “roughly” thre e ways between these three different funding sources. **As far as we can tell from the current evidence, the funding proposals for the Pr ofessional Bo dy seem viable. Ho wever, we reiterate that the fa ct t hat a subs tantial el ement of th e ru nning co sts of th e n ew bo dy will be contributed by individual police officers and staff makes it all the more important that this truly is a body for every one and not just for senior members of the police service. For that reason, it must neither be ‘owned by’, nor subsumed under or within ACPO.**

130. The governance arrangements proposed for the new Professional Body are relatively complex and would involve an Executive Board, a Council of Chief Constables, an Independent Scrutiny Board, a Management Board, Work Groups and a Delivery Body.¹⁶⁹ Peter Neyrou d told us th at, while the revie w was taking place, there had been some d ebate about whether the Deliv ery Body sh ould be a separate body, but he said: “the more you looked at i t the more th at just generated a nother set of meetings and anot her body and another set of a ccountabilities.”¹⁷⁰ We would caution that ma king the Delivery Body par t of the Professional Body is no guarantee th at there will be fewer meetings. Indeed, the sheer number of different elements involved in the Pr ofessional Body means that we do not share Peter Neyrou d’s co nfidenc e that one thing that will di sappear under his proposals will be “a shedload of meetings.”¹⁷¹

131. Peter Neyrou d proposes that the Home Secretary should have the power to app oint a nominee n on-Executive director to the Boar d of the Pr ofessional Body an d that the Professional Body “in the in terests of transpar ency and public accoun tability provides the Home Secretary with a business plan and a regular report of key issues.”¹⁷² When we asked him whether there should be a Police and Crime Commissioner on the Board, he said:

¹⁶⁷ *Review of Police Leadership and Training*, p 166

¹⁶⁸ Qq 26-36

¹⁶⁹ See p 52 of the review for a diagram showing how these elements would relate to one another.

¹⁷⁰ Q 42

¹⁷¹ Q 22

¹⁷² *Review of Police Leadership and Training*, p 15

No, because I made a distinction in the report between the national responsibilities that the professional body is exercising and the local responsibilities for an accountability of the Police and Crime Commissioner. My argument is that those two should be kept distinct, but that the Police and Crime Commissioner should chair the scrutiny board that makes sure that the body is doing the job that it was set up to do.¹⁷³

132. We are not convinced that there would need to be an Independent Scrutiny Board for the Professional Body. We believe that the role of scrutinising the Professional Body could be carried out by Her Majesty's Inspectorate of Constabulary. There should be a Police and Crime Commissioner on the Board of the new Professional Body in order to help connect local policing with the national policing landscape. We have already stated that we think that the Council of Chief Constables should be a separate body with a strictly operational focus.

The future

133. After the publication of Peter Neyroud's review, the Government launched a 90-day consultation period, which ended on 28 June 2011. Peter Neyroud told us that he expected that the Government's response to his review would follow "fairly soon" after the end of the consultation, but neither the results of the consultation, nor a response to the review have yet been published.¹⁷⁴ Sir Denis O'Connor, Her Majesty's Chief Inspector of Constabulary, said that the Professional Body was "a worthy aspiration", but added: "The fact of the matter is that several bodies have to set aside their own particular concerns for the common good. My experience in life is that takes some time."¹⁷⁵ A Professional Body for policing that has Sir Robert Peel's mission of preventing crime and disorder at its core has the potential to become an effective part of the new landscape, but there are considerable obstacles to its success. The most important challenge will be winning the support of the rank and file of police officers and staff. We urge the Home Secretary to respond to Peter Neyroud's review, setting out whether she plans to pursue the idea of a Professional Body and, if so, explaining how she would go about the task of making it inclusive right from the start. We urge her to ensure that the Professional Body is separate from the Council of Chief Constables and is a new body with a focus entirely on professional standards and training. The role of the new Professional Body should not be confused by giving it functions or responsibilities which do not relate to professional standards simply because there are functions for which a home has to be found somewhere. A realistic timetable for setting up the Body is essential and given that it is unlikely to be fully functional before the phasing out of the National Policing Improvement Agency, the Home Office should specify what interim arrangements it will put in place for the functions it proposes to transfer from the Agency. If there is a decision to create a new Professional Body for policing, it would make sense for the development of this new body—which will involve consideration of the role and

¹⁷³ Q 40

¹⁷⁴ Q 68

¹⁷⁵ Qq 391-2

purpose of the police—to inform the development of the new landscape of policing more widely.

4 Police-led IT Company

134. In this chapter we consider the current state of IT within the police service, the progress that has been made so far in improving IT procurement and converging different IT systems, Lord Wasserman's review of police IT, and the Home Secretary's recent announcement about the creation of a new police-led company with responsibility for police IT.

The problem

135. Sir Hugh Orde, the President of the Association of Chief Police Officers, described the current state of IT within the police service as "a bit of a mess" and added "I think everyone would accept that."¹⁷⁶ The main reason for the mess is that the 43 forces have, between them, a multiplicity of different IT systems and IT contracts. The Home Secretary certainly accepts that there is a problem. In a speech to the Association of Chief Police Officers conference on 4 July 2011, she commented: "It is absolutely clear that the current system is broken."¹⁷⁷ She stated:

Good ICT systems and services are vital for modern policing. ICT supports the police on the front line, through items like portable radios and PDAs. It supports the middle office, through things like criminal records databases, intelligence and crime mapping. And it supports the back office, through HR, finance, accounting and payroll systems.¹⁷⁸

She said that across the police service there were currently about 5,000 staff working on 2,000 different ICT systems.

136. The Home Secretary noted that the police currently spend £1.2 billion a year on information and communications technology, but said that this did not represent good value for money and stated: "The way we do things now is confused, fragmented and expensive."¹⁷⁹ She gave the example of one supplier that has more than 1,500 contracts across the forces. Terry Skinner, Chair of the Justice and Emergency Services Information Communication Association Group at Intellect, the UK trade association for the IT, telecoms and electronics industries, told us that he believed that the "the police overspend on IT by at least 20%."¹⁸⁰ Nigel Smith, the former Chief Executive of the Office of Government Commerce, said that he agreed that a saving of 20% was possible across police IT, and indeed that such savings were possible "across Government, not just in the police service."¹⁸¹ Intellect subsequently submitted additional written evidence to us describing 20% savings across ICT in the police services as "a conservative estimate of what could be

¹⁷⁶ Q 158

¹⁷⁷ Speech by the Home Secretary to the Association of Chief Police Officers conference in Harrogate on 4 July 2011, <http://www.homeoffice.gov.uk/media-centre/speeches/>

¹⁷⁸ *Ibid.*

¹⁷⁹ *Ibid.*

¹⁸⁰ Q 275

¹⁸¹ Q 348

achieved.”¹⁸² We discuss Intellect’s proposals for how this money could be saved in paragraphs 165 to 167 below.

137. A contributory factor to the problems with IT procurement in the police service, and a significant problem in its own right, is the fact that different forces are using different IT systems, many of which are incompatible with each other and some of which have been replaced by newer and more efficient technology. Mick Creedon, the Chief Constable of Derbyshire, described this as the problem of “the way legacy systems have developed on a piecemeal basis.”¹⁸³ Over the years, 43 forces have developed 43 different sets of IT solutions. The Home Secretary stated: “Officers have told me about IT systems that require multiple keying of the very same information, are incompatible with systems doing the same basic job in neighbouring forces, or are even incompatible with other systems in their own force.”¹⁸⁴

138. IT across the police service as a whole is not fit for purpose, to the detriment of the police’s ability to fulfil their basic mission of preventing crime and disorder. The Home Office must make revolutionising police IT a top priority. This is one area of policing where direction from the centre is not only desirable but vital in order to effect change. It is accepted in the information and communications technology industry—and is becoming increasingly accepted across the private and public sectors—that information and communications technology and internet-related issues are now central to any organisation, whether concerned with commercial success or providing a public service, and that the buck must stay firmly on the desk of the Chief Executive when it comes to ensuring that efficiency and effectiveness are achieved. We asked the new Permanent Secretary at the Home Office whether she shared this perspective and we were pleased that her response was clear, focused and positive. The history of Government and Whitehall over the last 20 years or so has demonstrated that this is about not just having the right policies but also having a good understanding of the strategic direction, achieving the right partnerships, and mutual challenge between policy-makers and delivery organisations.

Progress so far

National Policing Improvement Agency

139. It would be unfair to imply that no progress has been made to date on improving information and communications technology in the police service. Sir Hugh Orde qualified his remark about police IT being a mess by adding: “I think there was a lot of progress made when it was taken into the NPIA.”¹⁸⁵ The National Policing Improvement Agency currently has responsibility for IT-related procurement (as well as non-IT procurement, which we consider in the next chapter), and for the commercial management of national police information and communications technology systems, such as Airwave. It also provides a number of IT systems directly itself, such as the Police

¹⁸² Ev118

¹⁸³ Q 149

¹⁸⁴ Home Secretary’s speech to the ACPO conference, 4 July 2011

¹⁸⁵ Q 158

National Computer, which enables the sharing of information about crimes between police forces. The future of some of the information and communications technology functions currently provided by the National Policing Improvement Agency, such as the management of the Airwave contract, was a particular concern among our witnesses, as we discussed in Chapter 1.

140. The National Policing Improvement Agency has achieved some successes in making savings from police IT procurement. On 24 February 2011, the Agency reported that it would exceed the savings targets that had been set for it by the Home Office: for IT procurement, the target is £25 million and the Agency is on track to deliver savings of nearly £30 million.¹⁸⁶ In written evidence, the Agency drew attention to the launch of compulsory national frameworks for some aspects of police IT. It stated:

In mid-March [2011], we rolled out a national framework agreement for forces to buy off-the-shelf IT equipment and general computer software. The Government has made it compulsory for forces to use this framework agreement to get the IT they need from one pre-approved supplier, without having to go through costly and lengthy procurement processes. The three-year framework agreement provides a cost effective and joined-up approach to help forces make significant savings. This will save forces up to £18 million over three years.¹⁸⁷

141. The National Policing Improvement Agency is also responsible for delivering the Information Systems Improvement Strategy, known as ISIS. The Agency describes ISIS as follows:

Currently, each force owns and operates its own ICT resulting in duplication of investment and effort. Working in partnership with ACPO, the Home Office and the private sector, ISIS will incrementally replace hundreds of systems with nationally available services which forces will pay for on the basis of consumption.¹⁸⁸

This is clearly a massive undertaking. ISIS has the potential not only to transform ICT in the police service, but to contribute towards the reduction of bureaucracy. The Metropolitan Police Service commented: “Converging ICT through ISIS and moving to a nationally led police procurement would address some of the bureaucracy experienced with some of the fragmented and dysfunctional systems and processes currently in place.”¹⁸⁹ Nick Gargan, Chief Executive of the National Policing Improvement Agency, described ISIS as “a sensible pragmatic plan incrementally to converge police IT and save substantial amounts of money while delivering increased interoperability, with which few would disagree.”¹⁹⁰

¹⁸⁶ Update on NPIA procurement activities, NPIA press release, 24 February 2011

¹⁸⁷ Ev164

¹⁸⁸ *Ibid.*

¹⁸⁹ Ev181

¹⁹⁰ Q 434

Project Athena

142. Project Athena is also intended to improve levels of ICT convergence. It aims to facilitate the sharing of information in four key areas: intelligence, crime investigation, managing offenders, and preparing files for court. It is a collaborative project involving nine police forces: Bedfordshire, Cambridgeshire, Essex, Hertfordshire, Kent, Suffolk, Norfolk, the British Transport Police and the City of London Police. Kent Police have indicated that they will be the first to use the framework agreement that the project is developing. The agreement is eventually intended to be used by other forces. Assistant Chief Constable Beautridge, Head of Kent and Essex Serious Crime Directorate, commented: "Project Athena is set to be the biggest champion-challenger product of its kind nationally and we have made massive progress in trying to deliver this product for the benefits of communities and our front-line staff."¹⁹¹

143. Not only is the current state of information and communications technology in the police service unsatisfactory, the National Policing Improvement Agency is being phased out and a successor must be found for many of the information and communications technology functions that it fulfils. This provides an additional urgency to the imperative for a new approach to police information and communications technology. However, in devising this new approach the Home Office must not neglect those few elements of the existing landscape that are working well. In particular, the Home Office must secure the future of ISIS and continue to support Project Athena.

Lord Wasserman's review

144. In autumn 2010, the Home Secretary commissioned Lord Wasserman to, as she put it in a letter to us, "begin a process of considering the scope for radical and cost-effective options in providing national police IT functions in the future."¹⁹² Finding out details about Lord Wasserman's review has been difficult. Lord Wasserman is an unpaid special adviser to the Government on crime, policing and criminal justice matters. He reports directly to Ministers.¹⁹³ No terms of reference for Lord Wasserman's consideration of the future of national police IT were published and the Home Secretary confirmed in a letter that Lord Wasserman would not be producing a report. However, she stated:

The consideration of his work will be a core part of the decisions the Minister for Policing and Criminal Justice and myself are taking with regards to police IT, beyond the current arrangements led by the National Policing Improvement Agency, and as part of the wider reforms of the national policing landscape.¹⁹⁴

145. Given that the recommendations made by Lord Wasserman would be central to the future of police IT, we were keen to hear oral evidence from him. We made it clear that we were prepared to wait until after he had completed his review if he thought this more

¹⁹¹ Q 533

¹⁹² Letter from the Home Secretary to the Chair of the Home Affairs Select Committee, 7 June 2011

¹⁹³ HC Deb, 11 May 2011, col 1221W

¹⁹⁴ Letter from the Home Secretary to the Chair of the Home Affairs Select Committee, 7 June 2011

appropriate. The Home Office initially told us that he would be available to give evidence, but then changed its mind and said that the Minister for Policing and Criminal Justice would be able to update us on this aspect of the policing landscape instead. The Minister told us that Lord Wasserman “has been giving advice on a range of policing matters” and commented: “It is not normal for such advice to be made public or for advisers to appear before the Committee.”¹⁹⁵

146. Both this and the previous Government have at times claimed that there is a convention whereby special advisers do not give evidence to Select Committees. However, special advisers have given evidence to Select Committees in the past. Considering the significant advice that Lord Wasserman has provided to the Government, we believe that it was an error of judgment to prevent us from hearing from him about his proposals for the future of police IT: this is a vital element of the new landscape and he is a key figure in determining its future.

The outcome of the review

147. Several pieces of written evidence gave us an indication of what the likely outcome of Lord Wasserman’s work might be. The Metropolitan Police Service, writing to us in April 2011, stated:

Lord Wasserman has laid out his proposals for a Gov Co [Government-owned company] to be established. A CPO expressed a unanimous view that the new organisation should focus on building the future state and should not be burdened by the existing national systems and contracts. It was proposed that this Legacy (both in house and existing contracts) was transferred to the MPS [Metropolitan Police Service] whilst the ‘to be’ organisation was put in place and there is no reason why this would not be a practical proposition.¹⁹⁶

Written evidence submitted by the Association of Police Authorities also mentioned that Lord Wasserman was likely to recommend the creation of a Government-owned company. The Association commented: “we are bemused by early indications from the current Wasserman Review to replace the NPIA with another ‘GovCom’ /quango to deliver procurement and other functions regarding IT infrastructure currently provided by the NPIA.”¹⁹⁷

148. On 28 June 2011, we asked the Minister for Policing and Criminal Justice whether there was a plan to set up a Government-owned company to be responsible for police IT. He replied: “No. There is no plan for a Government-owned company, but, as I have explained, we will be announcing shortly...how the functions of the NPIA will be— [handled]”.¹⁹⁸ Less than a week later, on 4 July 2011, the Home Secretary announced at the Association of Chief Police Officers conference: “we will help the service to set up a police-led ICT company”. She continued: “I will not be prescribing what the company should

¹⁹⁵ Q 695

¹⁹⁶ Ev181

¹⁹⁷ Ev160

¹⁹⁸ Q 702

look like. But its design should be based on a number of fundamental principles.”¹⁹⁹ The principles she outlined were:

- the company should be police-led;
- the company needs to be staffed by ICT professionals;
- the new company must have a culture that allows it to attract and retain individuals with the skills and capabilities needed, and that encourages those individuals to innovate and deliver success;
- the new company must exploit the purchasing power of the police service as a whole.

While we do not disagree with these points, the experience of letting IT contracts within Government demonstrates that it is important to be highly flexible and nimble, and have a good understanding of how best to harness the professionalism available within business. Too many information and communications technology projects in Government have taken place without a ‘gateway-zero review’ and this has seen the most capable companies choose not to bid because the procurement processes do not look right, efficient and professional. We urge the Home Secretary to ensure that these issues are fully understood by those responsible, whether within her team in the Department or in a police force or agency.

149. The Home Secretary stated that it was the Government’s intention that the new company would be formed by spring 2012 and said that she had asked Lord Wasserman “to lead the work of setting up the new company.” She said that Lord Wasserman would chair “an interim or shadow board of the new company on which all stakeholders will be represented”, and commented that Ailsa Beaton, the Chief Information Officer of the Metropolitan Police and the lead on IT for the Association of Chief Police Officers, had agreed to serve on the interim board as the senior police IT professional.

150. The proposed new body is not entirely a Government-owned company, so the Minister’s answer to our question was technically correct, although it might have been helpful if he had told us more about the Government’s thinking at that point, given that the announcement about the IT company was made only days later. The Home Secretary said in her speech on 4 July 2011 that the company would be “police-owned” and commented: “I expect the Home Office, and possibly the private sector, will also own shares in the new company, alongside police forces.”²⁰⁰ A letter to us from Ailsa Beaton makes it clear that this was one of three models under consideration. She writes that on 25 May 2011 Lord Wasserman and officials at the Home Office presented a paper to the National Policing Improvement Agency Transition Steering Group:

Three possible future options were outlined for taking on the NPIA’s responsibilities for national police ICT on its demise; transferring it to an independent company owned by the Home Office, police authorities, forces and a private sector partner;

¹⁹⁹ Home Secretary’s speech to the ACPO conference, 4 July 2011

²⁰⁰ *Ibid.*

transferring it to a police ICT Mutual, a similar construct largely police owned; or transferring it to the Home Office. The preferred model was the Mutual option.²⁰¹

151. On 8 July 2011, we wrote to the Home Secretary seeking further details about the new company. Her response confirmed the previous announcement that Lord Wasserman would act as Chair of the shadow board of the new company, but, notwithstanding her earlier statement that Lord Wasserman would “lead the work of setting up the new company,” she commented: “Day-to-day direction of the work of forming the new company will be the responsibility of Bill Crothers, the Home Office Group Commercial Director, who has been appointed Senior Responsible Owner for the Project.”²⁰² She stated that “precise legal form of the entity has yet to be decided”, but commented that the intention was that “the majority of shares in the company will be held by police forces.” She stated: “These shares will be allocated to them by a formula to be agreed by the parties concerned. There is no question of forces having to buy shares.”²⁰³ She commented that “Police and Crime Commissioners will be represented on the board of the new company and will thus have a close interest in all aspects of the company’s activities including procurement.”²⁰⁴ It is not yet clear how the relationship between the company and individual Police and Crime Commissioners will work in practice.

152. The Home Secretary commented that “Lord Wasserman has had a long and distinguished career in public service including several roles that qualify him for this role [of Chair of the shadow board].” She stated that from 1983 to 1995, Lord Wasserman was Assistant Under Secretary of State for Police Science and Technology in the Home Office, a post in which “he was responsible for the provision of all national police IT systems”, that he “directed the preparation of the first national strategy for police IT” and worked as a “Special Adviser on Science and Technology to the Police Commissioner in New York City, Senior Adviser and Chief of Staff to the Philadelphia Police Commissioner and adviser to the US Department of Justice.”²⁰⁵

153. We note again that Lord Wasserman has had a long and distinguished career in public service, but we note again that it would have been helpful if we could have spoken to him in person as part of our inquiry, given his central role in shaping the new police IT company. We give notice that we intend to invite Lord Wasserman to give evidence to us in the autumn on these issues and on recent developments.

154. The Home Secretary’s letter sheds some light on the scope of the new company’s functions. She comments:

The current plan is that the new company will take on those functions of the NPIA relating to procurement and commercial management of national police ICT systems. It will also assume responsibility for ISIS. The operation of the PNC [Police National Computer] and a number of other IT systems provided directly by the

²⁰¹ Ev169

²⁰² Ev150

²⁰³ *Ibid.*

²⁰⁴ *Ibid.*

²⁰⁵ *Ibid.*

NPIA will be transferred to one or more police force(s) for the period until they are replaced by new systems. It will be the new company's responsibility to manage the process of negotiating contracts to replace them and subsequently to manage those contracts.²⁰⁶

It might appear simple to transfer responsibility for the existing information and communications technology systems provided directly by the National Policing Improvement Agency to the Metropolitan Police Service, particularly in the light of the Metropolitan Police's willingness to take on this task,²⁰⁷ but there are serious and systemic issues regarding the governance of the Metropolitan Police, as well as regarding the governance of information and communications projects, which is an important issue in itself. We note that the Association of Chief Police Officers did not want any new police IT body to be burdened by responsibility for existing national systems, and can see some logic in this. However, we repeat our concern that the Metropolitan Police Service is currently in a state of some uncertainty, with a new Commissioner who faces major challenges on a variety of different fronts.

155. We seek clarity from the Home Office on which police force or forces it has in mind to take on responsibility for the existing IT systems provided directly by the National Policing Improvement Agency and an assurance that the force in question will be given the necessary resources to take on this task. In addition, we seek clarity on precisely which IT systems will become the responsibility of a local force and which will go directly to the new police IT body. We expect that at Airwave will become the responsibility of the new police IT body, but we would like this confirmed.

156. The Home Secretary also gives an explanation of why the Home Office decided to set up a company rather than a non-departmental public body. The Home Secretary stated: "The Government sees major advantages in setting up a new company rather than a non-NDPB." The advantages she lists are that the new company "will be allowed to recruit staff and pay them market rates based on their performance" and that the "direct link between the company and its owners, who are its principal customers, will make the company responsive to, and directly accountable to, police forces."

157. Sara Thornton, the Chief Constable of Thames Valley Police, gave us another reason why the Home Office might have chosen to set up a company rather than a non-departmental public body. She said that it was "very early days" and the plans for the company were "hazy", but stated:

my understanding is that if the company is set up correctly, it would be able to go to market in a very different way than is currently the case. It would be able to rapidly find out what forces' user requirements were and then go with that requirement to the market. If it was set up as a company, it could then be exempt from EU rules about procurement, which could make the whole process much speedier because it would be acting like a commercial company.²⁰⁸

²⁰⁶ *Ibid.*

²⁰⁷ Ev181

²⁰⁸ Q 724

There are EU procurement directives that apply to purchases above certain monetary thresholds made by the public sector and some utilities companies, but which would not apply to purchases made by a company. Where the directives apply, contracts must be advertised in the Official Journal of the EU, hence they are sometimes called OJ EU processes.

158. Our witnesses had different views on the usefulness of the EU directives. Tracey Lee, Head of Emergency Services at Steria, suggested that the rules might be making police forces unnecessarily wary about engaging with suppliers: “many of the forces are rightly accountable for the public money and the EU legislation, as it stands, makes people concerned about improper relationships with suppliers pre-procurement.”²⁰⁹ Of course forces should be concerned about forming improper relationships, but the worry would be if the fear of forming improper relationships was preventing them from forming any sort of relationship with their suppliers. Tracey Lee commented: “the supplier community, if managed in an appropriate market testing way, has access to all sorts of ideas about the art of the possible ...and I think that gives a lot more firmer foundation for any procurement thereafter.”²¹⁰

159. Terry Skinner, from Intellect, the UK trade association for the IT, telecoms and electronics industries, said that in his experience forces were very risk averse and tended to use EU processes even when the contract they were awarding fell below the required monetary threshold. He suggested that some small and medium sized enterprises were put off applying for contracts because the EU processes cost so much money.²¹¹

160. Nigel Smith, the former Chief Executive of the Office of Government Commerce, said that there were “major problems” with the EU processes.²¹² He stated that the thresholds were too low and “we should look at how we could go to the European Commission and raise those thresholds”.²¹³ He also commented that the processes took a long time.

161. When on 5 July 2011, immediately after her speech announcing the setting up of the new company, we asked the Home Secretary whether the company would be subject to the Freedom of Information Act, she replied: “I would expect so, but we are looking through exactly what the structure is going to be and obviously working with the police because we want this to be police owned and police led.”²¹⁴ In her letter of 14 July 2011, she expanded slightly on this statement, commenting: “Because the company will be owned by public bodies themselves subject to FOIA, we expect the company will be made subject to the provisions of the FOIA.”²¹⁵ We note that this falls short of a definite assurance that the company will be subject to the Freedom of Information Act.

²⁰⁹ Q 291

²¹⁰ *Ibid.*

²¹¹ Q 291 and 294

²¹² Q 349

²¹³ Q 352

²¹⁴ Oral evidence to the Home Affairs Committee, *The Work of the Home Secretary*, 5 July 2011, Q 68

²¹⁵ Ev150

162. There is so little detail currently available about the police-led IT company that we find it difficult to reach a conclusion about its viability. There are advantages to creating a single body with the sole purpose of overseeing information and communications technology in the police service, provided that it has the right degree of commercial and technological expertise, a clear focus, clarity about resources, and a good relationship with the wider police service. However, it seems that a key reason for it being considered that a company is the best kind of body to perform this role is that it will not be subject to EU procurement rules. If the body is set up as a company, it is important that it is made subject to Freedom of Information legislation. The people setting up this body have a great deal of work to do in a short space of time, if it is to be up and running by spring 2012. We recommend that the Home Secretary update the Parliament no later than December 2011, by means of an oral statement in the House of Commons, on the progress that is being made.

Priorities for the new body

163. Clearly one of the main priorities for the new body will be to try to converge IT systems and contracts across the 43 forces. The Home Secretary has indicated that the new body will have responsibility for ISIS, which provides a good starting point. However, Ailsa Beaton, Head of the Information Management Business Area at the Association of Chief Police Officers, gave some indication of the size of the challenge this represents. She commented that, in discussing proposals for the new body with Home Office officials, chief officers raised “the fact that forces have different end dates for IT contracts, which could potentially impact on transition plans, and also that some forces are already consolidating IT services with other local partners.”²¹⁶

164. On IT procurement, Dr David Horne, Director of Resources at the National Policing Improvement Agency, said that the National Policing Improvement Agency had made four key points about its future: first, that it be “closely aligned to the ISIS programme”, secondly that there should be “proper commercial leadership to deliver against what is a very hard-edged market”, thirdly that there should be close working with Government IT “because of the huge drive and changes that will be coming forward”, and fourthly that there should be close working with the police service.²¹⁷ Those people in the new body who are responsible for IT procurement should ensure that they work closely with their colleagues who are responsible for ISIS and the convergence of IT systems. They should also build relationships with colleagues involved in IT procurement in Government Departments—as well as with police forces—and particularly the Home Office.

165. As we mentioned above, Intellect, the UK trade association for the IT, telecoms and electronics industries, stated: “Through regionalising IT capability, having more national procurement for commoditised technology and re-thinking solutions delivery, savings up to 20% could be achieved.”²¹⁸ Its written evidence outlines how these savings could be achieved and provides a useful starting point for procurement-related priorities for the new body. It commented that the “reduction of procurement timescales should be a priority

²¹⁶ Ev169

²¹⁷ Q 237

²¹⁸ Ev118

and would produce cost-savings for both Government and its suppliers.”²¹⁹ Terry Skinner stated: “the average time from a contract notice to an award of contract for a UK police force is 77 weeks. In Germany and in Italy that is about 44 weeks, so it take nearly twice as long to procure [in the UK].”²²⁰ **The new IT body should make reducing procurement timescales a high priority.**

166. Terry Skinner also emphasised the need for a recognised list of approved suppliers and said that having to complete a pre-qualification questionnaire for each contract put off small and medium-sized enterprises who could bring value to the police service. Intellect stated:

the Government should create a single simple and straightforward national register of approved and classified suppliers which any supplier can apply to join if they clear an agreed set of financial, business and regulatory hurdles (with an annual refresh to check continued compliance). This would be used for local and national procurements which will not exceed the EU/Official Journal of the European Union (OJEU) limits.²²¹

We see merit in Intellect’s proposal that there should be a single national register of approved suppliers to be updated annually, so long as it is an alternative to separate pre-qualification processes rather than an additional requirement, and urge the Government to consider setting up such a list, covering both IT and non-IT suppliers to the police service.

167. Intellect also suggested that:

Locally and nationally, each significant project should be required at the outset to undertake an independent review, reported to the governing authority for approval, as to whether the business aims can be met by an alternative evolutionary approach at lower risk and/or cost.²²²

Certainly consideration of whether business aims could be met by an alternative approach would be particularly valuable when letting lengthy and high value contracts, such as the Airwave contract. Dr Horne, Director of Resources at the National Policing Improvement Agency, commented that the contract was awarded 15 years ago and that the costs he saw going out to Airwave year after year were “very different from what the marketplace is for mobile technology.”²²³ **The new IT body should consider at an early stage what processes should be involved before deciding that awarding a major new contract is the best way of meeting the business aim in question. It should give particular consideration to how it will ensure that contracts that run over many years, such as Airwave, deliver value for money throughout this period.**

²¹⁹ *Ibid.*

²²⁰ Q 291

²²¹ Ev118

²²² *Ibid.*

²²³ Q 259

5 Non-IT procurement

168. In this chapter we consider the savings that could be made from more efficient procurement, the progress that has been made so far by the National Policing Improvement Agency, the relative merits of local and national procurement, and the future of non-IT procurement in the new landscape.

Savings from better procurement

169. The future of non-IT procurement is the clearest element of the new landscape of policing: responsibility for overseeing this area is in the process of being transferred from the National Policing Improvement Agency to the Home Office. We discuss later the Home Office's suitability as a home for this function. First, we look at the potential for achieving savings from more effective procurement. Inevitably, there will be some overlap with the previous chapter, which discussed IT procurement. Many of the same principles apply to both types of procurement.

170. The Association of Chief Police Officers commented that the police service spends nearly £3 billion annually with suppliers.²²⁴ Her Majesty's Inspectorate of Constabulary stated: "Our work with the Audit Commission identified that £100 million could be saved by better procurement (the Home Office indicated £400 million of better ICT procurement was secured as well)."²²⁵ Giving evidence to our inquiry into *Police Finances* in January 2011, the Minister for Policing and Criminal Justice stated:

Procurement is one of the areas where we can expect significant savings to be made. We know that police authorities are spending some £2.8 billion a year on equipment, goods and services, which is a very substantial sum of money. We have identified something like £200 million worth of savings could be made annually by better procurement.²²⁶

However, Chris Sims, Chief Constable of West Midlands Police, giving evidence to the same inquiry, characterised procurement as "a huge red herring" in the debate about police finances. He stated: "if we were to do everything we could on procurement, if we were to believe all the optimists out there, there is a potential [saving of] 1% to be made."²²⁷ We put this point to the Minister when we took evidence from him again in June 2011. He commented:

The important thing to recognise is that most of the cost of policing lies in employing people, but the policing budget is very large. So even though it is possible

²²⁴ Ev169

²²⁵ Ev179

²²⁶ Home Affairs Committee, *Police Finances*, Sixth Report of the Session 2010-11, HC 695, p 13

²²⁷ *Ibid.*

to say something like 10% or 20 % does not lie in the people cost, a very substantial sum of money is being spent on goods and services.²²⁸

171. We agree that, although the money spent on procuring goods and services is a relatively small proportion of the overall police budget, it is still a substantial sum of money in itself. The proportion of the total savings required of police forces that can come from more efficient and effective procurement will necessarily be relatively modest, but, as we said in our previous report on *Police Finances*, even a modest contribution is better than none at all and will help reduce the savings that have to be found elsewhere.

Progress so far

The National Policing Improvement Agency's work

172. The National Policing Improvement Agency has as one of its statutory objectives the provision of support to forces on procurement. It reported in February 2011 that it would exceed the targets set by the Home Office for savings from police procurement. The target for non-IT procurement is £9 million and the Agency is on track to deliver savings of more than £28 million.²²⁹ The Agency told us that it had identified that the police service could “improve how it works with its principal suppliers” and stated that it “put in a place a strategy, with the police service, in 2009/10 that generated savings of over £60 million.” It commented: “This is being extended further, and the Agency is actively working with the police service and the Home Office in engaging with key suppliers.”²³⁰

173. The National Policing Improvement Agency also explained the work it had done to simplify how police forces and authorities make purchases by “linking existing systems to a common marketplace in a style similar to that of online buying.” It stated that, by April 2012, it would have completed the launch of a central online procurement hub, known as Zanzibar. It commented: “This will simplify how police forces and authorities make purchases, linking their existing systems to a common marketplace that allows goods to be procured against national contracts.”²³¹

National and local procurement

174. A large element of the National Policing Improvement Agency's work has involved the development of national framework agreements—standard agreements that any force can use—for the procurement of certain goods and services. In March 2011, four of these national framework agreements were made compulsory, under the Police Act 1996 (Equipment) Regulations 2011. The Home Office impact assessment for the regulations commented that a voluntary approach to collaborative procurement had failed to change “the patchwork of separate procurement by police authorities”²³², hence the need for

²²⁸ Q 699

²²⁹ Update on NPIA procurement activities, NPIA press release, 24 February 2011

²³⁰ Ev164

²³¹ *Ibid.*

²³² <http://www.homeoffice.gov.uk/publications/consultations/cons-2010-police-procurement/police-act-ia?view=Binary>

mandation. The four categories of equipment to which the compulsory national framework agreements apply are: body armour, police vehicles, IT commoditised hardware and IT commercial off-the-shelf software.

175. Dr David Horne, Director of Resources at the National Policing Improvement Agency, told us that these represented four categories out of a total 500, but emphasised that the Agency and the Government had started with “the most strategically important”²³³ and said that they were worth about £500 million over the spending review period.²³⁴ He said that the list of compulsory national framework agreements would “increase in number over time” and would be updated quarterly.²³⁵ He gave the examples of digital forensics, CCTV, custody, and firearms as categories that might be included in the future and commented that “a good element of the police spend in terms of percentages”—possibly “over the halfway mark”—might eventually be covered by such agreements.²³⁶ He said that the four existing compulsory agreements were “working out very well” and that the feedback was “very positive”.²³⁷

176. The response to national framework agreements from some of the other witnesses was more mixed. BT Global Services was cautiously positive:

The recent publication of the Regulations under the Police Act requiring all forces to purchase IT Services and Public Order equipment from agreed frameworks is a step in the right direction as it gives some certainty to suppliers, so reducing their commercial risk and therefore the costs to the police service.²³⁸

However, ADS, the trade organisation for the UK aerospace, defence, and security industries, stated: “Some of the framework contracts driven by the NP IA are considered in industry to be suboptimal.”²³⁹ Avon and Somerset Constabulary stated:

The opportunity to benefit from national frameworks and national standards for generic goods and services is welcome. However it is important to retain sufficient flexibility to allow those Forces who are already in a position to secure goods and services more cheaply than the national approach to be allowed to do so. It is of concern that some of these could be compromised if certain national approaches are ‘mandated’.²⁴⁰

177. The Metropolitan Police Authority raised the issue of monopoly suppliers, commenting: “We have concerns about the mandating of contracts, particularly in ensuring value for money and resilience and especially when there is only one supplier as is

²³³ Q 229

²³⁴ Q 232

²³⁵ Qq 230-31

²³⁶ Q 245

²³⁷ Q 243

²³⁸ Ev152

²³⁹ Ev w18

²⁴⁰ Ev128

the case with a mandated framework now in place.”²⁴¹ Dr Horne agreed that monopoly suppliers and procurement “are very uneasy bedfellows”²⁴². However, he also noted that, for mobile phones—a category not currently subject to a compulsory national framework agreement—there was a single supplier, Vodafone and said “that has been very useful in driving down prices, in brigading spending.”²⁴³

178. On the relative merits of local and national procurement more generally, Terry Skinner, from Intellect, commented:

A balance needs to be struck between local and national procurement. National procurement is absolutely essential when it comes to interoperability, for example intelligence systems or radio systems or communication systems, because it needs to be interoperable across the whole country...Local services can be procured locally. There is nothing wrong with that. Frameworks work and they don't work. They work very well for commodity items, so if you are buying a car or handcuffs or a laptop or a computer or a piece of software that you could go down the road to Dixons and buy, great, because you can get real value for money. Frameworks are disastrous when it comes to large scale solution solving, business problem solving, where you need to apply perhaps different rules from one police force to another.²⁴⁴

Tracey Lee, Head of Emergency Services at Steria, said that she agreed with him “in terms of the commodity versus the complex, but I also believe that there are large elements of policing activity that are repeatable.”²⁴⁵

179. Compulsory national framework agreements will enable savings to be realised more quickly than a voluntary approach to collaboration on procurement. The Home Office should extend them to other categories of procurement, and in particular commodity items, as well as goods and services where interoperability is paramount. The Home Office should indicate in its response which categories it plans to make subject to such agreements next and when the relevant legislation is likely to be passed. However, national framework agreements are not suitable for all types of procurement and there may be instances in which local solutions are more suitable, either because they better meet the needs of local forces, or because they offer better value for money, or both.

Responsibility for procurement in the new landscape

180. The National Policing Improvement Agency's responsibility for non-IT procurement is being transferred to the Home Office in the new landscape. Part of the responsibility will fall on the Home Office Procurement Centre of Excellence. The Centre of Excellence opened in June 2009 and is responsible for buying and contracting certain categories of spend, including:

²⁴¹ Ev130

²⁴² Q 259

²⁴³ Q 251

²⁴⁴ Q 297

²⁴⁵ Q 301

- professional services (such as consultancy, contractors, agency staff, education and training, conferencing and events, HR, translation and financial services);
- corporate services (office supplies, mail and couriers, advertising and print, travel);
- fleet vehicles, and radios;
- ICT (software and hardware); and
- facilities management.

181. The Centre employs 50 staff, has a budget of £1.8 million and made savings of £38 million in 2010/11.²⁴⁶ A breakdown of the £38 million was set out in supplementary written evidence from the Home Office: the bulk of the money— more than £17 million— came from savings on consultancy and contractors. The Centre already provides procurement services to the Home Office headquarters, the UK Border Agency, the Identity and Passport Service, the Criminal Records Bureau, the Office for Security and Counter-terrorism and the Government Equalities Office.

182. Bill Crothers, Group Commercial Director at the Home Office, who heads the directorate of which the Centre forms a part, gave an example of the role the Centre could play in police procurement now that responsibility has been transferred to the Home Office. He commented that the police procurement of fleet vehicles is currently worth about £97 million and said that the National Policing Improvement Agency recently reduced the number of approved suppliers from 21 to four. He stated:

We will then take the fleet that the Home Office spends, which is ... about £3 million, we take the fleet that central Government spends, which is about £260 million, and we will look for further improvements. So what you are doing is getting the benefits of aggregated spend.²⁴⁷

183. The Home Office Centre of Procurement Excellence aside, central Government has had limited success in achieving efficient and effective procurement in the past. Sir Philip Green's efficiency review of Government spending, which was published in October 2010, concluded that the Government was failing to leverage its credit rating and its scale, noting, among other things that basic commodities were bought at significantly different prices across Government Departments, multiple contracts had been signed with major suppliers by different Departments at different prices, management of space was wholly inefficient, and expensive IT services were contracted for too long with no flexibility. Bill Crothers, Group Commercial Director at the Home Office, told us that the Home Office came out "pretty well" in Sir Philip's review. He stated: "He [Sir Philip] was looking predominantly at common goods and services, not large complex contracts, and when we compared prices that we pay, for example [for] vehicle hire, printer cartridges...we were either matching the average or better than the lowest price."²⁴⁸ As we noted at the time, it would be possible for the Home Office to be both better than many other Government Departments at

²⁴⁶ Qq 331-33

²⁴⁷ Qq 364-65

²⁴⁸ Q 314

procurement and for it still to be able to achieve greater savings. Moreover, its recent record in awarding large contracts is certainly not encouraging: for example, it let the e-borders contract to Raytheon Systems Limited. This contract was terminated in 2010, following Raytheon's non-compliance with its contractual obligations, and is subject to ongoing legal dispute.

184. We asked the Minister for Policing and Criminal Justice how the Home Office was going to keep track of the savings it was making in police procurement and suggested that it publish regular reports showing how much it has been able to bear down on costs and how the national framework agreements were working. We were pleased that the Minister agreed that this was a good idea and said: "Yes, we should certainly do that".²⁴⁹

185. When we asked Dr David Hornsby, Director of Resources at the National Policing Improvement Agency, whether he thought the Home Office had the necessary expertise to take on non-IT police procurement, he replied:

The Home Office undoubtedly has strong commercial expertise. What I would say is that it still needs to develop those good relationships with the service to ensure that there is a proper appreciation of the operational requirements around policing, and the non-IT services do need those good relations with police chief constables, and increasingly police and crime commissioners, of course.²⁵⁰

His comments draw attention to another important element of the new procurement landscape: Police and Crime Commissioners. The draft Protocol, which sets out the relationship that will apply between Police and Crime Commissioners, Chief Constables and the Home Office, does not currently contain much detail about procurement. It states only that: "PCCs [Police and Crime Commissioners] must comply with Home Office requirements for national procurement."²⁵¹ **We recommend that the Protocol should be amended to specify that Police and Crime Commissioners and Chief Constables have an obligation to collaborate with other forces on procurement to deliver value for money for the police service overall. However, we emphasise that the protocol is being drawn up by the Home Office and by ACPO, which has a vested interest, and without the benefit of engagement by Police and Crime Commissioners, who cannot be involved until the first elections have taken place. As the expressed purpose of the Government is to provide local accountability in relation to the police in every part of the country, the protocol must be considered as provisional until further discussions have taken place following those elections. We urge Ministers to make it clear that this is their intention.**

186. **Central Government does not have an encouraging record on achieving efficient and effective procurement. The National Policing Improvement Agency was beginning to make some progress in achieving savings from procurement and it is vital that this momentum is maintained when responsibility for non-IT police procurement is transferred to the Home Office. We note that the Home Office Procurement Centre of**

²⁴⁹ Q 701

²⁵⁰ Q 235

²⁵¹ Copy of the draft Protocol supplied by the Home Office to the Home Affairs Committee.

Excellence has achieved some successes over the short time it has existed and trust that it will now urgently build on these. This will involve building good relationships with local forces and, in due course, with Police and Crime Commissioners. The Home Office should publish yearly statements setting out the progress it is making in realising savings from non-IT police procurement.

Priorities for the future

187. Some of our witnesses set out aspects of procurement in relation to which further progress needed to be made. Avon and Somerset Constabulary listed four pre-requisites for effective procurement in the police service. The first was “standardisation of product”. Avon and Somerset commented: “this has proved a difficult nut to crack because not all forces do things in the same way, there is no standard uniform, differences in vehicles, systems, weaponry, the list goes on.” The second was “timing alignment”. Avon and Somerset noted that “many opportunities to leverage procurement are lost due to the different contract terminations.” It stated: “Without careful co-ordination, new contracts are let and the cycle of timing remains out of sync. The objective must be to harmonise specific contracts to allow maximum negotiation advantage.” Thirdly, it stated that “there needs to be a collective purpose to ensure maximum delivery.” It commented: “The NPIA has been achieving this of late and it will be important to maintain the momentum.” Fourthly, it stated that “well-established professional organisation” was crucial to the success of collaborative procurement, but commented that “sadly many of the necessary skills and experience are not present in many Forces and would take time and investment to achieve.”²⁵²

188. Steria, which supplies services to more than 80 public sector organisations in the UK, listed three principles that apply to delivering performance improvement and cost reduction: managing demand, delivering scale and optimising processes. The Metropolitan Police Service also emphasised that efficient and effective procurement involved more than simply buying goods and services at a lower price. It stated:

Current procurement strategy focuses on doing ‘better deals’, a more sophisticated model including demand management is required. We need to redefine what we mean by procurement. Moving the emphasis from buying for a cheaper cost to a holistic programme where we look at all aspects including specification, demand and usage through to whether we should be seeking a different commercial solution to what has been traditionally performed within forces.²⁵³

189. **In taking on responsibility for non-IT police procurement, the Home Office should focus in particular on aligning the timings of contracts between forces and on standardising products, where this is possible and not to the detriment of local operational effectiveness. It should also take a holistic approach to procurement, focusing on demand management as well as price. Officials in the Home Office who have responsibility for non-IT police procurement should liaise regularly with their**

²⁵² Ev141

²⁵³ Ev181

colleagues in the new police-led IT company to ensure that there is a collective purpose across police procurement as a whole.

190. Finally, it would be helpful if the Home Office specified precisely which categories of goods and services in the police service will be its responsibility, which will fall within the discretion of Police and Crime Commissioners, and which will be the responsibility of the new police-led IT company. In relation to communications in particular, there seems scope for some confusion at present.

6 Collaboration

191. In this chapter we consider collaboration between police forces, and then collaboration with other partners, in both the private and the public sectors. We discuss the progress that has been made so far, the benefits and challenges involved, and the future for collaboration in the new landscape.²⁵⁴

Collaboration between police forces

Progress so far

192. We were interested in the potential for collaboration between police forces to offer the chance for those forces not only to operate more cost-effectively, but also to become more effective in their basic mission of preventing crime and disorder. We were also interested in the future of collaboration in the new landscape. Several police forces in England and Wales have collaborative agreements in place, but Kent and Essex Police have proceeded the furthest with collaboration. The arrangements for collaborative agreements between police forces are set out in section 23 of the Police Act 1996, hence they are often known as section 23 agreements. In addition to the joint agreements between Kent and Essex, which we discuss below, we were told by the two forces that section 23 agreements are currently in the process of being drafted for:

- Kent, Essex, Norfolk and Suffolk: for IT services;
- Kent, Essex, Norfolk, Suffolk, Cambridgeshire, Bedfordshire, Hertfordshire, Northamptonshire, City of London, and British Transport Police: for Project Athena (a crime/custody and intelligence IT system; see chapter 5 for more details); and
- Kent, Sussex, Surrey, Hampshire and Thames Valley: for a regional intelligence unit and regional asset recovery team.²⁵⁵

193. Kent and Essex Police began collaborating in 2007. At a joint meeting of the police authorities on 18 April 2007, a decision was taken to pursue “full collaboration on operational functions and support services, while maintaining operational independence.”²⁵⁶ Governance for the collaboration programme is provided by a Joint Statutory Committee, which comprises the Chairs, Vice-Chairs, and Performance Committee Chairs of both Police Authorities, supported by the Chief Executives and Treasurers of both Police Authorities, and both Chief Constables.

194. The collaboration encompasses a joint air support service, a joint IT directorate, a joint procurement unit, a joint serious and organised crime directorate, and internal

²⁵⁴ It should be noted by way of declaration of interest that Mark Reckless, MP for Rochester and Strood and a member of the Committee, was a member of Kent Police Authority from June 2007 – May 2011.

²⁵⁵ Ev188

²⁵⁶ www.essex.police.uk/about/kent_and_essex_collaboration.aspx

audit.²⁵⁷ The areas covered by the joint procurement unit are Project Athena, scenes of crime consumables, some police shirts, insurance, fleet, and landscaping services.²⁵⁸ The collaborative working between Kent and Essex began informally, but later Kent and Essex signed a series of section 23 agreements. Air support services were the first aspect of joint working to be formalised: a section 23 agreement covering the provision by Essex police of air support services to Kent Police was signed on 1 April 2008. Section 23 agreements relating to serious crime, IT and procurement were signed on 30 September 2010.

195. Ann Barnes, the Chair of Kent Police Authority, said that the collaboration between the two forces “all dated back to the merger debate”. At the time, Kent was in discussions about merging with the south east region forces, and Essex was in discussions about merging with the eastern region forces. Ann Barnes commented that she had observed to the then Chair of Essex Police Authority that the force profiles of Kent and Essex were “like for like” and that it would make more sense for them to collaborate. She said that they had “virtually the same population, the same demographics, the same coastline, the same criminality links”.²⁵⁹ Her initial conversation with the Chair of Essex Police Authority led to a scoping exercise in January 2007 to investigate the possibility of collaborating on operational functions and support services. This in turn led to the agreement in April 2007 to proceed with the collaboration programme. Ann Barnes commented:

both authorities and forces are equal sizes so there was no one force taking over another. It was a meeting of equals with a genuine desire, not just to save money but to be more resilient and to provide a better service for both our communities.²⁶⁰

196. When we asked whether Kent and Essex Police had received any assistance from the Home Office or the National Policing Improvement Agency in the initial stages of their collaboration, Ann Barnes replied: “No.”²⁶¹ We then asked whether either the Home Office or the National Policing Improvement Agency checked how the collaboration was progressing. Ann Barnes replied: “I do not remember it.”²⁶² Anthony Jackson, the Chair of Essex Police Authority, commented: “We did have some financial assistance running it as, if you like, a pilot of £500,000, but little else.”²⁶³ **We commend Kent and Essex Police Forces and Authorities for their work in setting up collaborative agreements. We find it curious that there was not more interest in the project from the Home Office and the National Policing Improvement Agency, although the Agency itself was not formally established until April 2007 so was not in a position to provide assistance or advice in the early stages of the collaboration. At the very least we would have expected the Home Office to check regularly on how the project was progressing to ascertain whether there were lessons that could be learned for future collaborative projects between other forces.**

²⁵⁷ Ev187

²⁵⁸ Ev188

²⁵⁹ Q 515

²⁶⁰ *Ibid.*

²⁶¹ Q 518

²⁶² Q 519

²⁶³ *Ibid.*

The benefits of collaboration between forces

197. Kent and Essex Police could point to clear financial and operational benefits from their collaboration. The collaboration programme aims to deliver £9 million of savings across the two forces by 2012. To put this in context, Kent Police Authority's net expenditure for 2009-10 was £274.5 million and Essex's was £260.343 million. Anthony Jackson, Chair of Essex Police Authority, confirmed that the forces were on track to achieve the £9 million savings target. He explained that this target was net of costs. He stated that the total savings so far were £6.3 million, but there were costs of £1.3 million, so the banked savings to date were about £5 million.²⁶⁴ He commented that the savings were helping Essex "to close the funding gap". However, he also stated that less than 25% of the total savings that Essex would have to find as a result of the Spending Review would come from collaboration and said "the rest of it will come from work that we are doing ourselves."²⁶⁵ **The example of Kent and Essex provides some evidence that collaboration between forces offers scope for modest, but clear, financial savings. As we have commented before, modest savings are better than none. Collaboration by its elf will not enable forces to make all the savings being required of them, but it could contribute towards them.**

198. When we asked Assistant Chief Constable Gary Beautridge, who is Head of the Kent and Essex Serious Crime Directorate, about the non-financial benefits of the collaboration, he replied:

I think they go across a very broad spectrum of operational activity, whether it is now having a 24 hours a day, seven days a week intelligence capability that sits across both forces; increased capability in terms of surveillance; having a critical mass in terms of major investigation teams so that I can move staff around two forces...²⁶⁶

He commented that despite a reduced number of staff in the major investigation teams and a number of very serious offences taking place, the two forces had been able to deal with the situations "very effectively indeed". He also stated that "there is a convergence in terms of both forces dealing with the upper end of criminality in terms of identifying and promulgating best practice."²⁶⁷ He said that the journey came with some difficulties—we discuss these in the section on challenges below—but commented that "we are making rapid progress and things are going from strength to strength."²⁶⁸

199. Asked whether the close involvement of the two Police Authorities in driving the collaboration had challenged traditional notions of operational independence, Anthony Jackson, the Chair of Essex Police Authority, replied:

The answer must be yes, that is has made a difference...but it is very much...about the character and the personality of the people as to whether they are open to change

²⁶⁴ Q 522

²⁶⁵ Q 523

²⁶⁶ Q 524

²⁶⁷ *Ibid.*

²⁶⁸ Q 525

and suggestions from the Chief Constable, through the Assistant Chiefs..down the ranks.²⁶⁹

Assistant Chief Constable Beau tridge said that he chair ed a management board on a monthly basis “where there are representatives of both Kent and Essex Police Authorities sitting on it and I welcome their input.” However, he stated:

In terms of operational independence, the operational decisions sit with the Chief Constables of both forces. I brief the Chief Constables of both forces regularly and I have operational control of my staff, over 1,100 of them, to deliver against the targets and the plans that the police authority have played a vital role in setting, but operational independence sits with the Chief Constables.²⁷⁰

200. The operational benefits of collaboration, such as a greater critical mass and the sharing of best practice, are an equally powerful reason for encouraging collaboration between forces as the need to make savings. The example of Kent and Essex suggests that there is no cause for undue alarm about collaboration in appropriately undermining operational independence, although we note that this is just one example and the need to safeguard operational independence is certainly an important consideration to be borne in mind by other forces considering collaborative agreements.

The challenges

201. Norfolk and Suffolk Police Forces and Authorities, who are also involved in collaborative work although they have not proceeded as far as Kent and Essex, wrote to us to emphasise that “collaboration is not a n easy panacea.”²⁷¹ Collaboration offers benefits, but it also poses challenges. One of the principal challenges was also touched upon by Kent and Essex: the reaction to the collaboration from police officers and staff, and from the public.

202. Speaking of the former two categories, Assistant Chief Constable Beautridge, Head of the Kent and Essex Serious Crime Directorate, said: “initially there were a number of cultural differences that were identified and when different terms and conditions are applied to a new organisation it does not come without its own difficulties.” He commented that “those difficulties are easier to manage from a police officer perspective than from a police staff perspective,” and added: “the reality is that a number of police staff jobs were cut as we moved into this collaborative venture because with a critical mass we could do things in a different way.”²⁷² He did state, however, that things had become “easier and easier” as the project went on, as a result of “an awful lot of necessary communication from senior management to staff to identify what the hurdles are and to try to deal with them in the most effective way”.²⁷³ Norfolk and Suffolk Police commented:

²⁶⁹ Q 526

²⁷⁰ *Ibid.*

²⁷¹ Ev191

²⁷² Q 544

²⁷³ Q 544

There is a need to challenge staff at all levels to develop a collaborative culture that is neither the Norfolk way nor the Suffolk way, and to show that collaboration is not a threat or a takeover, nor requires one force to simply adopt the other's way of doing things.²⁷⁴

The need to win the hearts and minds of police officers and staff is likely to be all the more acute when the forces involved are not the same size, because in those cases there is a danger that the collaboration could be regarded as a takeover.

203. Speaking about the public's reaction to the collaboration, Assistant Chief Constable Beautridge said that, from his own perspective, dealing with "the upper end of criminality", what the public wanted was "for the matter to be dealt with expeditiously, professionally, to a very high standard and for perpetrators to be brought to justice." He added: "They are not particularly bothered about whether someone is warranted in Essex or Kent. It is the level of service they get."²⁷⁵ However, this may be less true of neighbourhood policing. When we asked Kent and Essex why they did not take their collaboration further and merge the two forces, Ann Barnes, Chair of Kent Police Authority, said: "Because our communities want their own police force on neighbourhood policing... People want their own Chief Constable, they want their own force, they want their own badge".²⁷⁶ Norfolk and Suffolk Police commented:

How do we describe the service delivery to the public when it is delivered by collaborative units? Will the public understand joint branding? Who should they hold to account for the delivery when ultimately it is the responsibility of Norfolk or Suffolk Constabulary/Police Authority (soon to be Police and Crime Commissioner) depending upon which police area the activity falls within?²⁷⁷

204. For collaboration between police forces to succeed, it must have the backing of police officers and staff, and of the public the forces serve. The key to addressing this challenge is communication. The senior officers and staff who are involved in setting up the collaboration must focus from the outset on communicating, both to more junior officers and staff and to people in the local community, the benefits that collaboration offers. The public must also be told with clarity where ultimate accountability lies. Some initial wariness is to be expected, but the example of Kent and Essex suggests this can be overcome. We would expect Police and Crime Commissioners to have a central role in ensuring this.

205. Both Kent and Essex Police and Norfolk and Suffolk Police commented that there were some legislative constraints on collaboration. Andy Barker, Director of Information and Communications Technology for Kent and Essex Police, pointed to a difficulty with the joint procurement undertaken by the two forces. He said: "At the moment we are still separate legal entities, so when we are placing contracts we have to place separate contracts or at least have a framework agreement where we use call-off contracts from that

²⁷⁴ Ev191

²⁷⁵ Q 545

²⁷⁶ Q 521

²⁷⁷ Ev191

framework agreement.” He stated that this created both unnecessary bureaucracy and uncertainty among suppliers, who were not sure with whom exactly they were contracting. He commented: “it would be helpful to explore the options for creating a legal framework within which we can make procurement on behalf of multiple forces more efficient than it is today.”²⁷⁸

206. Norfolk and Suffolk Police drew attention to a wider aspect of the legislative framework within which collaboration has to take place. It commented:

Powers granted by statute often refer to these being related to the relevant police area. It is not always straightforward for these to be discharged by staff or officers operating in a collaborative role, often requiring the relevant legislation to be checked carefully. For example, the power does not currently exist for Chief Officers to designate additional powers to police staff working outside of their force area (Police Reform Act 2002).²⁷⁹

207. We recommend that the Home Office review the legislative framework in which collaboration between police forces takes place with a view to ascertaining whether it could remove any obstacles that are making collaboration more difficult. In particular, we recommend that it consider whether legislation could be changed to make procurement on behalf of multiple forces more efficient.

208. The financial aspects of collaboration were also mentioned as a challenge by Norfolk and Suffolk Police. They commented: “Investment histories are different, for example Norfolk has invested substantially in the police estate in recent years, Suffolk less so but [it] is now in the advanced stages of an estates modernisation programme.” They noted that, in their own case, “Police Council Tax levels are approximately 20% different ... This is historic and gives a perspective of ‘unequals’ to the public and acts as a localism barrier to the altruistic approach required (and legislated for) for true collaboration.”²⁸⁰ **Police forces entering into collaborative agreements should be aware that differences in the financial histories and circumstances of both forces will need to be taken in to consideration. The Home Office should explore whether it can offer any advice to forces on how to deal with this area, but ultimately, collaboration depends on a coalition of the willing and forces will have to be prepared to put these differences aside, as far as is possible, to achieve the benefits that collaboration offers.**

The future for collaboration between forces

209. Kent and Essex told us that they were planning additional section 23 agreements in the following areas: support services, marine services, and transport services. They also explained that they had run a National Collaboration Conference to share best practice and also ran taster days. Ann Barnes, Chair of Kent Police Authority, commented: “We have people beating a path to the door to find out what is going on in Kent and Essex.”²⁸¹ As we

²⁷⁸ Q 550

²⁷⁹ Ev191

²⁸⁰ *Ibid.*

²⁸¹ Q 549

mentioned at the beginning of this chapter, several other forces are also involved in drafting section 23 agreements, mainly relating to IT. It would be fair to say, however, that overall collaboration between police forces in England and Wales is not progressing rapidly.

210. The future of collaboration between police forces will be directly affected by the introduction of Police and Crime Commissioners, which is scheduled to take place in May 2012. Successful collaboration depends on individuals and the relationships between them. Norfolk and Suffolk Police agreed with Kent and Essex Police on this point:

In line with what the Chairs of Essex and Kent said, on a regional (and possibly national) basis collaboration has been shaped by relationships between Chief Officers and Authority members. This has influenced who business can be done with and the progress made.²⁸²

In one sense, the introduction of Police and Crime Commissioners will make no difference to this situation: successful collaboration will still depend on people, albeit that in the place of the 17 members of a Police Authority there will in future be one Police and Crime Commissioner.

211. We are not convinced that having individual Police and Crime Commissioners will lead to reckless decision-making about collaboration, any more than having individual Chief Constables does at present. In practice, we anticipate that no Police and Crime Commissioner would decide to proceed with a collaborative agreement without considerable thought and advice. We would also point out that no single Police and Crime Commissioner could embark on a collaborative project on their own. By definition, the decision would have to involve at least one other Police and Crime Commissioner and two Chief Constables. In addition, each force will have a Police and Crime Panel, consisting of representatives of the local councils, and we believe they should have a strong role to play in developing and managing collaborations.

212. There is, however, a different way in which the introduction of Police and Crime Commissioners may have an impact on collaboration. Police and Crime Commissioners will be locally elected by people in the force area. Norfolk and Suffolk Police commented: "The PCCs [Police and Crime Commissioners] are being given a 'localism' agenda, with local decision making, which could conflict substantially with the simultaneously promoted collaborative agenda".²⁸³ They stated that collaboration involved the need to align performance frameworks and reporting arrangements as much as possible to reduce bureaucracy and provide clarity for staff and added:

Localism may, however, continue to require and drive differences, complicating the performance landscape for collaborative units. The performance of Norfolk and Suffolk is becoming inextricably linked to the performance of the collaborative units...How does this play out against the localism agenda of the soon to be directly-elected Police and Crime Commissioners?

²⁸² Ev191

²⁸³ *Ibid.*

213. The fact that Police and Crime Commissioners will be directly elected by people in their local police force area does not necessarily mean that they will be any less willing to enter into collaborative agreements than Police Authorities. Indeed, it almost certainly means that any Police and Crime Commissioners who do enter into collaborative agreements will be particularly keen on conveying the benefits of the agreement to the public, which could be an advantage, and Police and Crime Commissioners may also have a greater incentive to make savings since the level of the police precept will be one of the most visible indicators of their performance to their electorate. However, it does change the landscape in which future collaborative agreements will take place. We welcome the fact that the draft Protocol specifies that Commissioners have a wider duty to enter into collaboration agreements that benefit their force area and deliver better value for money and enhanced policing capabilities.

214. Collaboration between forces offers clear benefits, both financial and operational. The Home Office should be more active in encouraging and supporting forces to collaborate with one another—for example, by bringing Police and Crime Commissioners and Chief Officers together to discuss collaboration. Certainly without such intervention collaboration between police authorities and forces outside Kent and Essex has taken place in a piecemeal fashion and at a slow pace.

Collaboration with other partners

Collaboration with the private sector: progress so far

215. We were interested in collaboration between police forces and the private sector not only because we wanted to know whether it offered forces the opportunity to make financial savings, but also because we wanted to ascertain whether it would free-up officer time, enabling officers to focus on their basic mission of preventing crime and disorder. There is a distinction to be drawn between police forces engaging with the private sector to procure particular goods or individual services, which we discussed in our chapters on procurement, and the wholesale provision of entire categories of services by the private sector. The latter form of collaboration is our main focus in this section. Many of the existing examples of such collaboration relate to so-called back-office functions. Her Majesty's Inspectorate of Constabulary defines back office functions as encompassing "support services (such as finance, information technology, human resources)". It describes middle-office functions as "managing or supporting those in visible and specialist roles, running police-specific processes (such as answering emergency calls from the public, holding prisoners in custody, processing intelligence.)"²⁸⁴

216. One of the largest-scale examples of collaboration is the 10-year shared services partnership contract between Steria and Cleveland Police Authority. The contract involves Steria providing support for Cleveland Police's control room and community justice functions, as well as back office functions. It is the scale of the contract and its extension beyond the back office into criminal justice that make it particularly interesting. Tracey Lee, Head of Emergency Services at Steria, described the distinction between back and middle office functions as follows:

²⁸⁴ *Demanding Times*, p 4

a back office is a commodity area, so it is easy to apply best practice from other areas from day one. So that it is available from a number of other companies as well as Steria. I think then as you move forward, HR, I think in policing is slightly different because it is a police-based organisation, it drives deployments, so that kind of straddles the line, if you like. Then in the middle office area some look at criminal justice processes, which is case management.²⁸⁵

217. Steria, which already provides services, on a less extensive scale, to nearly 60% of UK police forces, and works with other public sector organisations such as the NHS, commented that it believes that “partnering with the private sector is an invaluable tool in helping the Police address the challenge of the Comprehensive Spending Review, whilst improving Police capability and strength.” It added: “It is therefore our view that a 20% overall saving is achievable without detriment to the Police’s operational effectiveness.” It commented: “The savings are delivered through a combination of IT enablement, process improvement and staff training and development.”²⁸⁶ Steria’s view that collaboration between police forces and the private sector could achieve savings was shared by some other witnesses. For example, LGC Forensics, the largest independent provider of forensic science services to police forces and other law enforcement agencies in England and Wales, stated: “Given the straitened public finances, we believe that greater collaboration between the private sector and the police forces of England and Wales will be the key to achieving more for less.”²⁸⁷

218. Steria’s partnership with Cleveland is in its early stages: the contract was signed on 1 July 2010. However, Steria stated that the contract would deliver “a minimum of £50m saving.” It included a table in its evidence showing the savings:

Table 5: Savings in £’000s per annum from Steria’s shared services partnership contract with Cleveland Police Authority

Function	Pre-contract cost (in £’000s per annum)	Percentage of total budget	Savings against pre-contract cost (in £’000s per annum)	Savings as percentage of pre-contract cost	Saving as a percentage of Total Budget
Control Room	£5,800	4.1%	£1,750	30.2%	1.3%
Criminal Justice	£3,200	2.3%	£800	25.0%	0.6%
ICT	£3,300	2.4%	£800	24.0%	0.6%
Business Support	£9,550	6.8%	£1,650	17.3%	1.2%
Total	£21,880	15.6%	£5,000	22.9%	3.6%

Source: Steria’s written evidence, Ev120

219. Steria commented: “The savings represent a reduction in the direct cost of delivering these services and include the release of 115 of officers from back and middle office functions.” It stated that, in addition, a “substantial amount of police officer time is being

²⁸⁵ Q 311

²⁸⁶ Ev120

²⁸⁷ Ev136

freed up, through improving processes and reducing the burden of bureaucracy by transforming the use of ICT by Cleveland Police.” It stated: “This benefit is estimated as an increase of 10% in the efficiency of the police officers—the equivalent of 170 full time roles which in turn equates to 6.1% of the overall police budget.”²⁸⁸

220. The Police Federation gave a different perspective on Steria’s partnership with Cleveland Police Authority. The Police Federation’s written evidence acknowledged that “savings can be made in the provision of ‘back office’ functions by private sector organisations.” However, it added: “We have seen examples where forces bring in private companies to provide a service only for them to subsequently put extra pressure on and increase the workload of, the officers they were supposed to assist.”²⁸⁹ When we asked for specific examples, the Police Federation replied: “An example of particular concern to the Federation is that taking place Cleveland.” It commented:

In theory this partnership could see the lives of officers made easier as systems are streamlined and the burden of their workload shared with support staff. However, the reports we are receiving about the reality of the situation paint a very different picture. What appears to be happening is that far from making officers’ lives easier, their burden has apparently increased.²⁹⁰

221. The Police Federation’s evidence includes several, anonymised comments from officers in Cleveland Police. One officer commented on the amount of HR information that they are required to input into the IT system, stating: “It could be argued that we did these things on paper however it was a case of initial form filling then passing to admin, we are now fulfilling the admin role.” An acting Detective Inspector is quoted as stating: “Collecting evidence from doctors (copies of medical records) etc—this was done by clerks at [Criminal Justice Unit] originally now it’s back on [Detective Constables] as Steria will not get involved in the evidence chain.” The local Police Federation representative is quoted as saying: “We have little or no resilience, morale is rock bottom, and performance is dipping...”²⁹¹

222. The comments reported to the Police Federation do not represent a scientific assessment of how the contract with Steria is affecting officer time in Cleveland Police. They are anecdotal evidence, on a small scale, but they do cause us some concern. At the very least, they suggest that the picture Steria presents of saving substantial sums of money without having any impact on operational effectiveness might not be quite as straightforward as it seems.

223. The picture we were given of another collaborative project with the private sector was equally mixed. Avon and Somerset Police Authority told us that it was a founder member of “a Joint Venture Partnership (SouthWest One Ltd) with two local authorities and IBM, designed to provide modern, co-ordinated and flexible back office services.” The Authority stated that the arrangement was entered into in 2008 and that it was “contracted

²⁸⁸ Ev120

²⁸⁹ Ev155

²⁹⁰ Ev156

²⁹¹ *Ibid.*

to receive £15 million in procurement savings over the 10 year life.” It stated: “South West One are now predicting that they will exceed this target by at least 33%. Bringing private sector procurement expertise, economies of scale and utilising categories management plans have been the key to achieving these improvements.”²⁹²

224. However, Mr Iain Liddell-Grainger, Member for Bridgwater and West Somerset, contacted us to say that parts of the evidence we received from Avon and Somerset Police Authority were “misleading”. He stated: “The Authority suggests that South West One is ‘contracted’ to receive £15m in procurement savings over a ten-year period. The contract makes no such promises.” He also commented: “Current actual savings (£5m) to Avon and Somerset Police in South West One are...more than wiped out [by] £8.3m transformation costs.”²⁹³ The response from Avon and Somerset Police Authority stated: “The relevant part of the South West One Transformation Contract refers to £15m assured procurement savings.” It commented:

Mr Liddell Grainger refers to start up costs. Our submission referred specifically to procurement savings rather than an overall net saving position for the project as a whole and we stand by the figures presented. There are a number of costs involved in the project as well as additional savings such as the savings predicted on delivery of the core service. These savings necessarily involve estimates and assumptions as it compares costs with the level services would have cost if the project had not been carried out however this analysis predicted that savings in excess of the original investments would be made on the core services (excluding procurement savings) and the service charge is still being reduced in accordance with this profile.²⁹⁴

225. **Collaboration between police forces and the private sector was one element of our much larger inquiry into the new landscape of policing and we do not feel that we received enough evidence to comment in detail on the potential it offers. However, the evidence that we did receive convinces us that there needs to be further research in this area. We recommend that the Home Office either carries out this research itself, or commissions another body, such as Her Majesty’s Inspectorate of Constabulary, to carry it out, to assess whether large-scale collaboration with the private sector offers forces the scope to make savings, whilst maintaining or enhancing operational effectiveness. The picture is far from clear at present. This is an emerging area and some research about the benefits and disadvantages would be helpful to forces who might be considering following Cleveland’s example. The research should include consideration of the evidence from other countries.**

Collaboration with the private sector: the future

226. Some of our witnesses portrayed a future in which the private sector played a role in an increasing number of functions currently performed by police officers and staff. Terry Skinner, from Intellect, the UK trade association for the IT, telecoms and electronics

²⁹² Ev128

²⁹³ Ev w38

²⁹⁴ Ev129

²⁹⁴ Ev129

industries, stated: “Our view is that unless you need a warranted officer to do a function, you could have public and private partnership to do every other role...”²⁹⁵

227. Lord Blair, the former Commissioner of the Metropolitan Police, is now Non-Executive Chairman of BlueLight Global Solutions, which describes itself on its website as “an independent UK Limited Company providing a ‘portal’ to world class policing, criminal justice and national security expertise including counter-terrorism.”²⁹⁶ He described to us a future in which the Chief Constable is “a commissioner of policing services, some of which are direct—i.e. they are warranted officers working direct to him or her—and some of which are supplied by the private sector.”²⁹⁷ He commented that the Home Secretary had asked the wrong question when she asked Her Majesty’s Inspectorate of Constabulary to define back office, middle office and front line. He said:

The right question is this one: what policing functions are so critical to the relationship between the citizen and the state or so sensitive or so concerned with risk that they must be under the direct employment of the Chief Constable? As soon as you ask that question you remove all the issues about officer numbers and you start to say how policing could be best delivered.²⁹⁸

228. Steria had ambitious plans for the future. It commented that it was already in discussions to extend its partnership with Cleveland “to deliver even greater savings.” It stated that it could extend the use of outsourced civilian staff to a number of other areas:

- Crime Management – recording, categorisation, validation and analysis of reported crime;
- Intelligence – analysis of crime patterns and nominals (known suspects, offenders, or persons of interest);
- Support for Major Investigations – administrative support, taking voluntary statements, data and information analysis;
- Event and Emergency Planning;
- Prisoner Handling, processing of arrested persons following low level volume crime (interviews, statements, and processing up to charging);
- Support for Economic Crime Investigations, computer forensics and on-line analysis;
- Neighbourhood Safety, partnerships, schools liaison, mental health, and truancy;
- Professional Standards, vetting and CRB checking;

²⁹⁵ Q 312

²⁹⁶ www.bluelightglobalsolutions.com

²⁹⁷ Q 732

²⁹⁸ Q 731

- Evidence Retrieval, scientific support, crime scene assessors and crime prevention.²⁹⁹

229. However, Steria also commented that there were a number of constraints that affected how it, and the market as a whole, could deliver outsourced services. It stated: “Such constraints include geographic constraints on delivering services, no-redundancy agreements, and local policies and procedures.” It suggested that if such constraints were to be relaxed, greater efficiencies could be achieved:

For example, if Steria was able to deliver services using a truly *shared*, shared service centre, either specifically focused on the needs of police forces, or shared with other organisations much greater economies of scale could be achieved. This approach could be extended to the use of offshore services for some back-office and support functions such as transactional HR functions, finance and administration and IT service desk.³⁰⁰

230. When we asked Tracey Lee, Head of Emergency Services at Steria, whether she foresaw any risks in outsourcing services, she replied:

I think the risks in terms of practical delivery are marginal...We outsource financial information, personal information, which is equally sensitive to some of the police material. I think it is more a matter of policy and confidence that restricts the ability to look at offshore, and some of the discussions around local employment.³⁰¹

She said that Steria did not actively advocate offshore solutions to police forces but had included it in its submission “to show the art of the possible”.³⁰²

231. There were also two pieces of legislation that Steria commented “limit the extent to which partnering can deliver benefits”: section 38 of the Police Reform Act 2002 and provisions in the Proceeds of Crime Act 2002. Steria stated:

Though intended as legislation to enable workforce modernisation, the Acts restrict a chief officer’s ability to designate suitably skilled and experienced employees. The intent of the Act was to free up police officer time for core functions by making more effective use of support staff. A chief officer may designate a person who is employed by the police authority and under the direction and control of that chief officer. Clarifying this legislation to include those engaged through partner organizations would enable greater flexibility, creativity, service improvements and cost savings.³⁰³

232. We do not rule out the possibility that in the future an increasing number of functions performed within a police force might be provided by the private sector, leaving warranted officers to focus on the functions which they alone can provide. However, we remain cautious about advocating such an approach, given the lack of

²⁹⁹ Ev120

³⁰⁰ *Ibid.*

³⁰¹ Q 307

³⁰² Q 308

³⁰³ Ev120

evidence about the advantages and disadvantages of even at the current level of collaboration with the private sector. We cannot therefore currently recommend the relaxing of the constraints on collaboration, although we certainly recommend that the Home Office should consider these constraints, including legislative constraints, as part of its research.

233. BT Global Services commented: “The Government has exhorted police forces to collaborate and to work with other partners, but so far has not taken much positive action to ensure it happens.”³⁰⁴ It stated:

The Government could give more assistance to those forces which wish to collaborate. Most forces and police authorities enter collaborative ventures in a very cautious and risk adverse way. As a result they are progressing very tentatively down the route to collaborative working and will be slow to benefit from the service benefits and cash savings. The Home Office has a “Toolkit”, but its content is in the form of very wide advice rather than the more precise procedural guidance that forces need as they travel down this route. BT is aware of how a number of forces are approaching collaboration; no two groups are trying to do the same thing in the same way. This is very wasteful both for the police service and the private sector.³⁰⁵

234. The Minister for Policing and Criminal Justice was initially fairly vague on the subject of the future of collaboration with the private sector. He noted that “a significant number of forces have outsourced their custody suites very successfully” and that Cleveland had gone still further in its partnership with Steria. He then said:

The question that I have asked is, are there greater opportunities to look at how savings can be driven beyond the traditional areas that we have looked at in the past, beyond just the back office, into these middle-office functions and even into the very broadly defined frontline functions.³⁰⁶

He did not, however, tell us the answer to this question. We would suggest that one of the reasons why the Government has not been more proactive in encouraging collaboration with the private sector could be that it is not yet sure how far this collaboration should extend.

235. The Minister later returned to the subject of collaboration with the private sector and gave us a slightly fuller sense of his views. He stated:

There should not be an ideological barrier to engaging with the private sector in the delivery of these functions. I think the test should be, will this make police forces more operationally effective? Will it deliver better value for money for the public? These decisions will be taken by chief constables and their police authorities at the local level. In the end, they will be local decisions about how resources are allocated, but it is something that we want to encourage a proper look at.³⁰⁷

³⁰⁴ Ev152

³⁰⁵ *Ibid.*

³⁰⁶ Q 703

³⁰⁷ Q 710

236. Ultimately, decisions about whether to embark on large-scale collaboration projects with the private sector will, and should, be taken locally. However, Government has a role to play too, in providing some initial research that enables forces to take informed decisions. Questions such as “will it make the force more operationally effective” and “will it deliver better value for money for the public” are the right ones to ask, but it should not be left to individual forces to provide all the answers. Both police forces and the private sector need more clarity about how this aspect of the landscape of policing is likely to develop in the future and it is for the Home Office to provide this clarity.

Collaboration with the public sector

237. The Local Government Association commented: “Collaboration is vital if crime is to be reduced...The LGA believes that the police cannot combat crime by themselves, and we are not alone in taking this view.”³⁰⁸ The Local Government Association is certainly not alone in taking that view. The evidence from our policing poll suggests that the public want the police to collaborate with other agencies in tackling a number of areas of crime, including alcohol-related crime, anti-social behaviour, criminal damage, environmental crime and road traffic offences.

238. The Local Government Association gives a number of examples of how collaboration between the police and other public sector authorities is already working well. These examples fall into two main categories. First, there is the work currently being carried out by Community Safety Partnerships, which involve the police and local councils working together with other key partners such as voluntary organisations, the NHS and the local fire and rescue service, to reduce crime and disorder in their areas. Secondly, there are specific individual projects involving the police and other public sector organisations, such as Lancashire Constabulary’s partnership with Lancashire Fire and Rescue Service and the North West Lancashire Ambulance NHS trust to introduce emergency services community support officers, who operate in rural areas of the county and allocate 60% of their time to the police and 40% of their time to the fire and rescue service.

239. On Community Safety Partnerships, the Local Government Association said that it welcomed “the Home Office’s commitment to partnership-based approaches, and the freeing of partnerships from bureaucracy.” However, it stated that it was concerned that “the introduction of police and crime commissioners will undermine partnership working.” In particular, it was concerned that Police and Crime Commissioners would not be a part of Community Safety Partnerships, although they would have a duty to cooperate with them. It also commented that the funding “previously available to councils from the Home Office through the Area Based Grant has now been brought together into the Community Safety Fund.” It stated: “The amount available to councils has been reduced by 20% in 2011/12 and will be reduced by a further 40% the following financial year, before then being handed over to Police and Crime Commissioners from 2013.” It added:

³⁰⁸ Ev176

Due to the scale of the cuts and the fact there is no guarantee of any funding being available from Police and Crime Commissioners once they are in place, many councils are looking to fund their community safety activity directly. The likelihood is that this will create a degree of separation between the activities of councils and Police and Crime Commissioners in the future, as councils concentrate on addressing their own local priorities and Police and Crime Commissioners directly commission the services they believe are needed in their force area.³⁰⁹

240. We reiterate the point that we made in our report on Police and Crime Commissioners. Our sister Committee, the Justice Committee, found that authorities and agencies other than the police, and indeed outside the criminal justice system altogether, have the ability to reduce both the number of people entering the criminal justice system in the first place and the likelihood of reoffending. We therefore consider that it will be vital for each Police and Crime Commissioner to support and drive the work of Community Safety Partnerships. We are encouraged by the Government's inclusion in the draft Protocol of a reference to Commissioner's responsibility to bring together Community Safety Partnerships at the force level.

241. Of the larger-scale specific projects that the Local Government Association discussed, it commented: "Back office, data management and business support functions could be taken up in partnership with other organisations, including...councils, fire and rescue services, and the ambulance service." It added: "collaborative working can go further than this, including merging of community safety units covering both staff and functions with the co-location of these teams being a key feature".³¹⁰

242. The Local Government Association stated:

It is clear that there are already many examples of collaboration taking place. It is also clear that the diverse nature of these collaborative schemes means that police and their partners need to look at all possible methods and partners to bring about co-operation that will improve policing and save money.³¹¹

This is an appropriate quotation on which to end our chapter on collaboration, because it draws attention to the many different types of partnership working that the terms encompasses.

243. Collaboration is a generic term for a wide variety of different partnerships. To take just one example, a police force looking to form a partnership to deliver back office functions such as finance could collaborate with another police force, with a local council or another public sector body, or with a private sector organisation. Different types of collaboration are not necessarily mutually exclusive: it would be possible, for example, for the same police force to collaborate with a neighbouring force on IT provision, and the local fire and rescue service on community safety. However, there does come a point when one type of collaboration makes another type more difficult.

³⁰⁹ Ev176.

³¹⁰ *Ibid.*

³¹¹ *Ibid.*

For example, Cleveland's partnership with Steria would make it hard for Cleveland to collaborate with another force on, say, the provision of a joint serious and organised crime directorate. Decisions about which approach to adopt should be taken locally, but they are strategic decisions, with long-term impacts and the Government should provide assistance in the form of research and advice to enable forces to assess the various merits of the different approaches.

7 Bureaucracy

244. In this chapter we discuss the nature of the problem of bureaucracy in the police service and the progress that has been made so far in reducing unnecessary bureaucracy, including the work of Jan Berry and the initiatives announced by the present Government. Finally, we consider how the new landscape is likely to affect levels of bureaucracy.

The problem

245. Bureaucracy is “a cover word for all sorts of things”, as Sir Denis O’Connor, Her Majesty’s Inspectorate of Constabulary told us.³¹² It encompasses, and is applied to, the forms and paperwork that police officers fill in whilst performing their mission to reduce crime and disorder; forms and paperwork relating to human resources matters, such as performance appraisals; the time taken to complete this form-filling; the systems that underpin this paperwork and which require it to be completed; a plethora of guidance, both local and national; and the time taken to produce and read this guidance.

246. Not all bureaucracy is bad. Indeed, some bureaucracy is essential if the police service is to be accountable to the public it serves. Derek Barnett, President of the Police Superintendents’ Association, commented:

It is...right to remember that, as a profession and as a service, we are daily making decisions that affect people’s lives—taking their liberty, using legitimate force, prosecuting people and putting them before the courts. So it is right that there is a measure of accountability in what we do, and people have a right to expect accuracy as well as detail.³¹³

Jan Berry, the former Reducing Bureaucracy in Policing Advocate, expressed a similar view, stating: “There does need to be a record kept, not just to aid your inquiries but also as far as a transparent audit trail is concerned.”³¹⁴

247. The problem arises when not all the records that are being kept are necessary, when the same information has to be entered multiple times, when recording information becomes an end in itself rather than a means to an end, and when the volume of guidance is such that no one can reasonably be expected to keep track of it and essential information is lost among the sheer number of different pieces of advice. In this form, bureaucracy impedes the police in performing their basic mission of preventing crime and disorder. This, unfortunately, is the nature of the problem the police service has been labouring under for a number of years.

248. To take just one example of what bad bureaucracy looks like in practice, Nick Gargan, the Chief Executive of the National Policing Improvement Agency, told that “recently we were invited into one of the larger police forces to help them conduct a review of policy and doctrine and we found 900 separate policies; on occasion different divisions in the

³¹² Q 401

³¹³ Q 660

³¹⁴ Q 72

same force each had their own policy in relation to a specific issue...”³¹⁵ Clearly, no police officer could be expected to know the contents of 900 separate policies. Hopefully, officers managed to glean which of these 900 policies actually needed their attention, but this is by no means certain. It is a completely unsatisfactory situation.

249. To take another example, Jan Berry stated:

my fear is that with things like missing persons and with sensitive cases such as domestic violence, more attention is being given to the form filling than it is to how much resource needs to be given to resolving the case and the sensitivities that the case dictates.³¹⁶

The handling of cases such as domestic violence may have suffered in the past from an absence of proper record keeping and the failure of investigating officers to ask key questions. However, whilst we reiterate the need for record keeping and proper processes to ensure that all the relevant information has been gathered, we would be extremely worried about a situation in which this paper work was the principal focus of officers’ attention, rather than the need to resolve the situation.

Progress so far

The work of Jan Berry

250. The previous Government appointed Jan Berry as the independent Reducing Bureaucracy in Policing Advocate in October 2008. Her role concluded in October 2010. She published four reports: in February 2009, December 2009, March 2010 and October 2010. The December 2009 report was the main one and made 42 recommendations. Jan Berry told us that, initially, “I was very keen to find the top 10 processes that police officers undertake that really drives the bureaucracy...but, of course, I found very quickly that they were just a symptom of bureaucracy rather than the cause.”³¹⁷

251. Although Jan Berry came quickly to the realisation that the key to addressing bureaucracy was focusing on causes, rather than symptoms, she said that too many civil servants, Ministers, and police officers still viewed bureaucracy “as a paperwork problem”.³¹⁸ She stated that she had never received a formal response to any of her reports and commented:

I think part of that was there was an expectation that I was going to come in, find these 10 processes, cut the paperwork, everybody would then go back and say, ‘We have done it,’ and move on. But that is not what bureaucracy is about.³¹⁹

³¹⁵ Q 430

³¹⁶ Q 82

³¹⁷ Q 72

³¹⁸ Ev173

³¹⁹ Q 97

252. In one sense, bureaucracy is of course a paperwork problem, but Jan Berry's advice is that focusing on reducing the paperwork will not provide a lasting solution if the culture and environment that generated the paperwork in the first place continue to flourish. She stated:

My advice to Government has been, and would be still, you have to address the causes of unnecessary bureaucracy, and that is in the structures that we have, it is in the systems that we have and it is in the processes that we have.³²⁰

In other words, to refer back to the example above, the key to addressing bureaucracy in a force with 900 separate policies is not to focus solely on reducing the policies from 900 to 400, or from 900 to 90. It is to focus on changing the structures and collective mindset that generated 900 policies in the first place. That way, when the 900 policies are reduced to 90, there will not be an immediate growth in new policies.

253. Both Jan Berry and several of our other witnesses commented that one of the drivers of bureaucracy was the entirely understandable desire to avoid making or repeating mistakes. Jan Berry stated: "At the moment...the default position is the inquiry that follows every incident that has gone wrong in the past then becomes a default position for every inquiry that follows after that. It becomes a tick in the box."³²¹ She commented that when an inquiry report has been published, for example by the Independent Police Complaints Commission, "No force then wants to fall foul of the recommendations, so they take it all on and you then get this big spreadsheet to check that everybody has done everything."³²² She agreed that it was important to learn from mistakes, but said that a balanced, risk-based approach was necessary:

If you look at the serious crime area, every force has to fill in a document with about 1,000 different questions to demonstrate they are complying with all the standards. I don't think that is proportionate to the risks that those forces are facing.³²³

254. Sir Paul Stephenson, the then Commissioner of the Metropolitan Police, made a similar point. He stated:

Quite properly, when something goes wrong, be it major or minor, there might be a low-level review or a national inquiry. Out of that will come myriad recommendations. It is ironic, on occasions, that the people who ask us to become less risk-averse and reduce the bureaucracy, are also the people who produce many recommendations and end up with a list, a book, of things to do to avoid what once went wrong. One understands why that happens, but you then have to understand the reluctance of individual police officers to be less risk-averse when they are the people who might grip the bar of the Old Bailey in a criminal trial.³²⁴

³²⁰ *Ibid.*

³²¹ Q 74

³²² Q 78

³²³ *Ibid.*

³²⁴ Q 616

255. The desire to learn from mistakes and avoid them in future is commendable. Moreover, there have been many influential inquiries over the years that have changed the police service for the better. However, not all mistakes should lead to a new inquiry and not all the recommendations of every inquiry will be relevant to every police force. Accepting this requires a change in attitude not just from within police forces, but also from the bodies involved in the wider policing and criminal justice landscape and from Government. As Sir Paul's comments make clear, individual police officers are not going to become less risk averse, and more reliant on their own professional judgment, unless the culture around them changes. We are encouraged that the Minister for Policing and Criminal Justice seemed to appreciate this. He told us:

reducing bureaucracy is not simply a matter of scrapping forms, although we have been willing to do that wherever it is possible. It is about addressing the growth of a risk-averse culture and, in particular, a response to things that have happened in policing, which means that a disproportionate amount of bureaucracy grows around how police officers exercise their judgment.³²⁵

The present Government's progress

256. In *Policing in the 21st Century*, the Home Secretary stated: "Frontline staff will no longer be form writers but crime fighters: freed up from bureaucracy and central guidance and trusted to use their professionalism to get on with the job."³²⁶ This accords with the Government's overall emphasis on "a radical shift in power and control away from government back to people and communities."³²⁷ The Government stated that it would be ending "Whitehall interference in policing" by "freeing the police from central control by removing Government targets, excessive centralised performance management and reviewing the data burden that is placed on forces—but ensuring that data is still available to local people."³²⁸

257. When we wrote to the Home Secretary asking for an update on Jan Berry's recommendations, the Home Secretary explained to us that the Government was "taking the work forward in a different way." She commented:

There is a programme board led by Chris Sims, the chief constable of West Midlands, which is working with the Home Office to identify further areas of bureaucracy that can be reduced; and work between the Home Office and the Ministry of Justice to look at cutting bureaucracy across the criminal justice system.³²⁹

The programme board has identified six projects: the criminal justice system, management of information, legal powers, management of risk, partnership and engagement, and

³²⁵ Q 704

³²⁶ *Policing in the 21st Century*, p 3

³²⁷ *Policing in the 21st Century*, p 2

³²⁸ *Policing in the 21st Century*, p 19

³²⁹ Letter from the Home Secretary to the Chair of the Home Affairs Committee, 7 April 2011

internal systems. Jan Berry stated: “Whilst these broad policy areas cover the issues that need to be addressed and progress is being made, the progress is slow.”³³⁰

258. Some of our other witnesses also commented that progress in reducing bureaucracy was slow. BT Global Services, for example, commented: “BT has seen little or no evidence of Government action to reduce bureaucracy, other than the very public announcement of the reduction of paperwork associated with Stop and Search activity.”³³¹ It could be argued that BT would not necessarily be in a position to know about all aspects of Government action to reduce bureaucracy in the police service, although it is certainly in a position to comment on the bureaucracy associated with procurement, which it said had not improved. However, the same point was made by the Police Superintendents’ Association of England and Wales, which cited the Home Secretary’s comment in *Policing in the 21st Century* quoted above, and stated: “With the exception of the abolition of the stop and account form, however, little progress appears to have been made in respect of this.”³³²

259. To show the complexity of the task of reducing bureaucracy and the sometimes fine line between necessary and unnecessary bureaucracy, it is worth pointing out that several of our witnesses were against the scrapping of the stop and account form and the reduction in stop and search procedures. The Police Foundation stated:

We are concerned that the Government intends to remove the Stop and Account form, leaving the decision of whether to record the ethnicity of the person stopped to be made locally; and to reduce the Stop and Search recording process, no longer recording the suspect’s name or whether any injury or damage was caused as a result of the search.³³³

It stated:

Removing the compulsory recording of ethnicity in Stop and Account will make the collection of national data and the monitoring of disproportionate treatment considerably more difficult. Similarly, the reduction of the recording requirement on Stop and Search means a pattern of repeated searches or harassment will not be easy to demonstrate, nor can any misuse of force be identified.³³⁴

Lancashire Police Authority stated that it was “concerned that assumptions are made about bureaucracy which fail to take account of the importance of public accountability.” It commented: “An automatic removal of procedures to record data in respect of matters such as domestic violence, stop and search and retention of evidence can have an impact on community confidence.”³³⁵

³³⁰ Ev173

³³¹ Ev152

³³² Ev133

³³³ Ev109

³³⁴ *Ibid.*

³³⁵ Ev143

260. The bulk of our written evidence was submitted in March 2011. Some weeks later, on 9 May 2011, the Home Secretary made a speech in which she announced a number of further measures to reduce bureaucracy. The key points she made included that the Home Office

- had restructured the police performance development review process, which “could save up to 1.5 million police hours per year”;
- was working to streamline other aspects of Human Resources-related bureaucracy, such as by reducing the 35,000 different ‘role profiles’—definitions of skills, standards and qualities—for officers and staff across the service;
- was “looking at introducing a range of measures to provide a new, simpler and potentially quicker way of bringing a defendant to court for a prosecution”, including postal charging (this would allow officers to send a written charge by post, requiring the defendant to attend court on a specific date, rather than calling the suspect back the police station for charging);
- would champion a simplified crime recording process by looking at “reducing the number of crime categories and merging some similar crime types”, which “could save up to 95,000 hours of police officer time each year”; and
- would pilot doubling the number of charges transferred to police officers, “giving them responsibility for nearly 80% of charging decisions, including shoplifting cases”.³³⁶

261. It is encouraging that these proposed measures reach across the criminal justice system and the Minister for Policing and Criminal Justice, with his joint portfolio, is in a position to drive and oversee this integrated approach. It is also encouraging that the measures are in line with the areas on which the Metropolitan Police Service said that it wanted to see the Government focus in order to reduce unnecessary bureaucracy, which were:

- Virtual courts: “The Government should continue to support full London roll out, as the ability for defendants to appear via video link from a police station enables the MPS to improve the efficiency of the courts and criminal justice processes and minimises the need for prisoner transfers.”
- Live link: “MPS is seeking to pilot officers giving evidence via live link into Croydon Magistrates Court.”
- Police charging: “The Government should provide continued support and national roll out of the pilot to give additional charging responsibility for police rather than the CPS.”

³³⁶ Speech by the Home Secretary, 9 May 2011, <http://www.homeoffice.gov.uk/media-centre/speeches/>

- Crime recording: “The MPS is adapting its performance regime, moving away from an emphasis on specific crime types to broader indicators on property and violent crime.”³³⁷

262. Innovative technological solutions should also be used to reduce bureaucracy. For example, Sepura, who supply TETRA digital radios, have been working with the police to allow them to record stop and search data using their radios. Such projects are to be commended.

263. Sir Denis O’Connor, Her Majesty’s Chief Inspector of Constabulary, said that the announcement of further measures to reduce bureaucracy was “music to my ears”, but added: “what I am suggesting is, in addition to that intent what we have to do that we haven’t done before it follows through, make sure it happened and ask the people on the front line: did it land for them?”³³⁸ When we asked Derek Barnett, President of the Police Superintendents’ Association, whether the recent announcements went far enough, he replied:

I think already we have seen stop and account, but we are beginning to see, for example, the return of charging powers to custody sergeants, which has the potential, I think, to reduce the bureaucracy even further. But when I ask the question of police officers and my members about whether we are seeing any evidence yet of bureaucracy reduction, the real answer is that it is slow progress. I think one of the reasons for that is that quite often it is our own members, our own senior officers, who contribute to the bureaucracy. I think it will take some time.³³⁹

264. **We agree with Jan Berry, the former Reducing Bureaucracy in Policing Advocate, that reducing unnecessary bureaucracy is not simply about reducing paperwork, but about addressing the causes of that paperwork. We should continue to monitor her recommendations to see what progress is made. We know that the Minister for Policing and Criminal Justice has met Jan Berry, and we urge the Home Secretary to do the same to discuss how the Home Office can take her work forward.**³⁴⁰ The Home Secretary’s recent announcement of further steps to reduce unnecessary bureaucracy in the police service is welcome. In particular, we are encouraged by the emphasis on streamlining the bureaucracy involved in the criminal justice system. The announcement was made in May and it is still too soon to expect evidence of a reduction in bureaucracy on the ground. However, the test of the success of the measures will be whether individual officers notice a reduction in bureaucracy, and, ultimately, whether the public notice an improvement in the service they are receiving from the police. The Home Office must seek regular updates from the relevant staff associations to keep track of how the measures it announced in May are progressing in practice.

³³⁷ Ev181

³³⁸ Q 404

³³⁹ Q 659

³⁴⁰ HC Deb, 16 May 2011, col 32W

265. In addition to the measures announced by the Home Secretary in May, and in accordance with the Government's aim of reducing centrally imposed bureaucracy, as well as encouraging forces to reform their own practices, Sara Thornton, Chief Constable of Thames Valley and a Vice President of the Association of Chief Police Officers, is leading a review to reduce the police service's guidance. The review, which is expected to be completed by March 2012, aims to reduce 600 pieces of guidance to about 100.³⁴¹ Sara Thornton explained to us:

There will be two sorts of doctrine in future. There will be core doctrine, which includes those kind of cross-cutting issues, so what is our practice on intelligence, on investigation, on information management? Let's just talk about that once and let's not repeat the same information in 10, 20 or 30 different documents. Then we will have very specific practice for things like dealing with public order, dealing with terrorism.³⁴²

When asked how she would distinguish between essential and non-essential guidance, she replied:

We have set some criteria for areas of high risk, so we ask whether we really need this in terms of cross-force border collaboration...For example, an area where I do not want to have national practice—and I am desperately trying to hold the line—is neighbourhood policing...But for something like fire arms or public order or terrorism, I think it makes a whole lot of sense to have national authorised practice.³⁴³

266. We await the outcome of Sara Thornton's review of police guidance with interest. We regard the review as a positive step, but we re-emphasise Jan Berry's point that it is important to look at causes as well as symptoms. Reducing 600 pieces of guidance to 100 pieces of guidance is welcome but it must be accompanied by a recognition of what caused the proliferation of guidance in the first place.

The future of bureaucracy in the new landscape

267. In considering the Government's proposals to reduce bureaucracy we have also considered how these proposals fit in with the plans for changes to the structure of the landscape of policing. For example, the proposal to create a Professional Body for policing seems to accord well with the change in culture needed to address the causes of bureaucracy. Jan Berry commented:

The biggest cultural shift that policing needs to take place is so that you go into your daily work every day thinking, "I want to do my best, but I want to learn how to do it better." That mindset and that cultural shift are so important to policing. I think a lot

³⁴¹ Qq 718-19

³⁴² Q 718

³⁴³ Q 720

of police officers want to get through the day. They don't go out to do a bad job, but they don't necessarily have that learning culture within them.³⁴⁴

268. There are already signs that this cultural shift is beginning to take place. Both Superintendent Howard Stone from Thames Valley Police and Inspector Damian O'Reilly from Greater Manchester Police, who were recommended to us as witnesses by their local Members of Parliament, and who exemplified the mindset that Jan Berry said the police needed to achieve, spoke of a change in approach. Superintendent Stone commented that one of the underlying causes of bureaucracy was "almost a risk aversion." He stated:

Certainly in Thames Valley we recognise the fact that we have standard operating procedures for everything, we record everything to the nth degree, and the Chief Constable has been very firm recently to say we need to move away from that. We have a newly introduced crime recording system, which gives discretion back to officers. I encourage [that] very much, and I say to my officers when I talk to the team, "You are professionals, we recruit you as professionals, I trust you to go to a potential crime scene and make a decision". So that is already proving very beneficial.³⁴⁵

Inspector O'Reilly commented that, in his neighbourhood team, which is one of the National Policing Improvement Agency's examples of good practice, "we adopted a sort of muck-in approach and moved away from, 'That is not in my job description'...and all looked at working together as a partnership to get the job done as quickly and as easily as possible."³⁴⁶

269. Within this context, a Professional Body that places emphasis on officers being responsible for their own learning and on continually updating that learning throughout their career could have a positive impact on developing a culture in which officers trust their own judgment and have the grounding to make sure that those judgments are likely to be good ones. Jan Berry commented: "I would like to see far more effort being given to officers developing their skills and using their experience over the years."³⁴⁷ This is exactly what a Professional Body has the scope to achieve. **In responding to, and taking forward, Peter Neyroud's proposals for a new Professional Body for Policing, the Government should consider the Body's potential to foster the kind of culture that is needed to reduce unnecessary bureaucracy: a culture in which there is continuing professional development and officers are confident about making their own decisions where appropriate.**

270. The Government's proposal for a new body for police IT also seems to have some scope to have a positive impact on bureaucracy, although, as we have already commented, there is not yet sufficient detail to reach any definite conclusions. In very broad terms, work to converge the different IT systems in the different forces in England and Wales is

³⁴⁴ Q 76

³⁴⁵ Q 567

³⁴⁶ *Ibid.*

³⁴⁷ Q 91

likely to reduce the amount of duplication of information. Jan Berry cited IT as being key to reducing unnecessary bureaucracy. She stated:

Most officers are still laboriously recording the same information on a myriad of forms and databases and dream of the day when information is entered just once and self-populates all necessary forms/databases. Call handling, custody, case building and court processes would be so much more efficient if, from the first call being received through to a court disposal, information could be entered just once and shared across databases and criminal justice partners. Not surprisingly integrated IT to address duplication and remove wasted effort is the number one request from operational officers.³⁴⁸

One of the most important aspects of reducing bureaucracy in the police service will be integrated IT, not just across the police service itself, but across the whole criminal justice system. The new police-led IT company needs to make this a priority.

271. The likely impact of Police and Crime Commissioners on levels of bureaucracy is also an important consideration. Police authorities were often very bureaucratic. The Government's plans to create Police and Crime Commissioners in the first place were driven partly by its desire to replace "bureaucratic accountability with democratic accountability", as the Home Secretary put it in *Policing in the 21st Century*.³⁴⁹ The idea is that, rather than the Government setting central targets for police performance, it will be for Police and Crime Commissioners, representing the communities who elected them, to hold the police to account. However, as *Policing in the 21st Century* itself makes clear, "democratic accountability" will still involve the generation of data. The Government states: "The increased provision of accurate and timely locally focused information to the public will be critical in empowering them to effect real change in their communities."³⁵⁰

272. In the context of reducing bureaucracy, the question is whether individual Police and Crime Commissioners will be able to distinguish between necessary and unnecessary information. Necessary information will be information that enables the public to make a reasonable assessment of whether the force is performing well, but which does not disproportionately add to the burden on the force that has to produce it. Jan Berry could see potential advantages and disadvantages in the creation of Police and Crime Commissioners:

I fear at the moment there is a potential for additional bureaucracy, depending on the personalities of the individuals who take on this role [of Police and Crime Commissioner] and are elected locally; but there is a potential for them to provide real clarity about what they will be judging their local police on.³⁵¹

The impact that Police and Crime Commissioners have on bureaucracy is likely to depend heavily on the individuals who are chosen to fill these roles. To encourage all

³⁴⁸ Ev173

³⁴⁹ *Policing in the 21st Century*, p 3

³⁵⁰ *Policing in the 21st Century*, p 19

³⁵¹ Q 88

Police and Crime Commissioners to realise the importance of bearing down on unnecessary bureaucracy, we recommend that the Protocol should specify that Commissioners should have regard to the need to keep bureaucracy to a proportionate level when making decisions about their local forces.

8 Conclusion

273. This has been a wide-ranging inquiry into a large number of different elements of the new landscape of policing. **Overall, it seems likely that the new landscape will contain more bodies than the current landscape: for example, although the National Policing Improvement Agency is to be abolished, a Professional Body for policing and a police-led IT company seem likely to be created. On the other hand, it is possible that the changes will lead to a more logical and better functioning police landscape and ultimately make the police more successful at achieving their basic mission of reducing crime and disorder. In the end, it is our view that this is what the Home Secretary should be held to account for, not the number of bodies in the policing landscape. However, the scale of the change is unprecedented and the scope for mistakes accordingly large. We have reservations about the timetable for these changes, particularly regarding the transfer of functions from the National Policing Improvement Agency and the setting up of the National Crime Agency.**

274. **There is a great deal to achieve in a very short space of time. In its response to our report, we urge the Government to provide a realistic, revised timetable for the phasing out of the National Policing Improvement Agency, which we recommend should not happen before the end of 2012, the setting up of a fully functioning National Crime Agency, the setting up of a new Professional Body, and the setting up of the police-led IT company. This timetable should be broken down into key stages, with specific dates. We will then keep track of the progress against this timetable. We also urge the Home Secretary as a matter of urgency to propose where each function of each of the existing bodies should land under the new arrangements. Clarity is becoming extremely urgent and in some cases it would be better for Ministers to make a proposal—even if that leads to discussion and debate—rather than to delay further. We would be happy to contribute to that process and would applaud Ministers if they are willing to lead an open process—even if that then leads to second thoughts—rather than to delay any longer.**

275. The Police Superintendents' Association, in the context of commenting on the Government's progress on driving collaboration, stated: "it feels like pieces of the new policing jigsaw are being put together in different places without having agreed what the picture on the box should be."³⁵² At the moment, there are many details of the new landscape that remain to be confirmed. This is particularly unhelpful given that more than a year has passed since the publication of the Government's original proposals.

276. Greater clarity on all the principal aspects of the new landscape covered in this report—the National Crime Agency, the Professional Body and the Police IT Body—and on the future of the functions performed by the National Policing Improvement Agency is becoming increasingly urgent. The police perform a difficult and dangerous job. It is the task of Government to provide them with a landscape in which they can perform this job

³⁵² Ev133

as well as possible. The police service has changed massively in the nearly 200 years since the Metropolitan Police Act, which laid the foundations for the modern police service, was passed. We do not doubt that the police service is capable of adjusting to further and far-reaching change. However, no one can perform at their best in a climate of uncertainty. Moreover, in order for the police to achieve their basic mission of reducing crime and disorder, they need the assistance of a number of other bodies and partners, all of whom must understand how the new landscape will work.

277. The wider context of the financial constraints resulting from the spending review and the review of police pay and conditions by Tom Winsor provide an additional imperative for clarity. Forces cannot plan effectively for the savings being required of them unless they have a clear picture of the future national landscape and their commitments in this landscape, both financial and non-financial. Neither can informed decisions be taken about Tom Winsor's recommendations for reforming police pay and conditions without detailed information about the landscape in which the new conditions would apply. In addition, both the savings being required of police forces and Tom Winsor's review are themselves potential sources of uncertainty and anxiety. They are another facet of the huge change that the service is undergoing.

278. The changes are certainly the most far-reaching that have been proposed to the police service since the 1960s and are among the most significant that have been proposed since Sir Robert Peel laid the foundations for modern policing nearly 200 years ago. The Government aims to reduce intervention from the centre in policing in the long term, but this will require more clarity from the centre in the short term. Change on this scale requires clear and strong leadership from the Home Office—of which effective communication is a key part—if it is to succeed. There will be a need to keep the development of the Government's proposals under review, and we plan to return to this important subject before the next election.

279. Finally, we welcome the fact that a great deal of consensus does continue to exist in regard to the role of the police, even when there is controversy about specific policies and structural changes. We concur with the words of both the Home Secretary and the Minister for Policing and Criminal Justice, who at different times, were asked to indicate their view about the purpose of the police. Both of them quoted the words of Sir Robert Peel when the first police force was established in London in 1829 that the basic mission for which the police exist is to prevent crime and disorder. This, and the rest of the nine principles set out by Sir Robert Peel, remain key principles today and should continue to command the support of Ministers, parliamentarians and the public, as well as the police themselves.

Annex A: New landscape table

Now	Government proposals for new landscape	Subsequent proposals from witnesses to Committee etc
<p><u>HM Inspectorate of Constabulary</u> HMIC inspects and reports on the efficiency and effectiveness of each police force, on police authority performance, and other law enforcement agencies. Employees: 167 (March 2010) Expenditure for 09-10: £15.6 million.</p>	<p>HMIC will keep its role as an independent inspectorate, but the inspection regime will become "lighter touch".</p> <p>HMIC will provide the public with information on local policing outcomes and value for money.</p> <p>Police and Crime Commissioners will be able to call upon HMIC to inspect their force or aspects of its work.</p>	
<p><u>National Policing Improvement Agency</u> The NPIA's main tasks are to identify, develop and promulgate good practice; to provide police forces with expert operational advice; to identify and assess threats and opportunities for police forces; to promote the international sharing of understanding of policing issues; and to support police forces with IT, procurement and training and personnel matters. Employees: 1,700 (May 2011, down from 2,000 in July 2010) Expenditure for 09-10: £447.6 million.</p>	<p>The NPIA would be phased out by Spring 2012.</p> <p>The NPIA's non-IT procurement functions are to be transferred to the Home Office.</p> <p>Other NPIA functions may be transferred to the National Crime Agency.</p>	<p>The <i>National Crime Agency</i> plan, published on 8 June 2011, contains no information about which NPIA functions might be transferred to the National Crime Agency</p> <p>On 4 July 2011 the Home Secretary announced plans for a police-led company to be responsible for police IT. It is not clear yet exactly which NPIA functions will transfer to this company.</p>
<p><u>Serious Organised Crime Agency</u> SOCA has the following statutory functions:</p> <ul style="list-style-type: none"> • preventing and detecting serious organised crime, and • contributing to the reduction of such crime in other ways and to the mitigation of its consequences. <p>Employees: 3,800 (May 2011, down from 4,400) Expenditure for 09-10: £476 million.</p>	<p>SOCA would be subsumed into the new National Crime Agency. In addition to a focus on tackling organised crime, the National Crime Agency might take on responsibility for some of the 'national' policing units that are currently the responsibility of ACPO, and for some functions performed by the NPIA. The Government states that "over time further additional responsibilities could be added."³⁵³</p>	<p>The Government published a plan for the National Crime Agency on 8 June 2011. The plan expands slightly on the information about the National Crime Agency included in <i>Policing in the 21st Century</i>. However, overall, there is little detail about how the Agency will be set up, or about its responsibilities and governance.</p>

³⁵³ *Policing in the 21st Century*, pp 30-31

<p><u>Child Exploitation and Online Protection Centre</u> CEOP's aim is to play a decisive part— together with Government Departments, police forces, offender managers, children's services and other stakeholders— in protecting children and young people from paedophiles and sex offenders, and in particular those who use the internet and other new technologies in the sexual exploitation of children. Employees: 116 (March 2011) Expenditure for 09-10: £10.7 million (provisional, unaudited figure).</p>	<p>CEOP would be included in the new National Crime Agency.</p>	<p>The Government's plan for the National Crime Agency, published on 8 June 2011, states that CEOP would be one of four operational commands within the National Crime Agency. The Government states that CEOP will retain its operational independence within the context of the National Crime Agency.</p>
<p><u>Association of Chief Police Officers</u> ACPO is an independent, professionally led strategic body. It is a limited company. In partnership with the Government, it leads and co-ordinates the direction and development of the police service in England, Wales, and Northern Ireland. In times of national need, ACPO, on behalf of all chief officers, co-ordinates the strategic policing response. Employees: 23 (full-time secretariat) Expenditure for 09-10: £9.5 million (provisional figure).</p>	<p>ACPO "will become the national organisation responsible for providing the professional leadership for the police service. It will also play a leading role in ensuring that Chief Constables drive value for money. It will have a governance structure which will include a key role for Police and Crime Commissioners."³⁵⁴</p>	<p>Peter Neyroud's <i>Review of Police Leadership and Training</i> proposes that a new Professional Body will 'reposition' ACPO by merging its functions into the new body whilst bringing in members from across the service. The new body would be responsible for standards, and leadership and training.</p>
<p><u>Independent Police Complaints Commission</u> The IPCC's primary statutory purpose is to increase public confidence in the police complaints system in England and Wales. Employees: 429 FTE (2011) Expenditure for 09-10: £37.9 million.</p>	<p>The IPCC will investigate complaints about the misconduct of Police and Crime Commissioners and be able to trigger their recall.</p>	

³⁵⁴ Policing in the 21st Century, p 40

Annex B: Terms of reference

The Home Affairs Committee is holding an inquiry into the new landscape of policing, with the aim of assessing the extent to which the Government's proposals, as set out in Policing in the 21st Century, will enhance the efficiency, economy and effectiveness of the police. In particular, the Committee is interested in:

- What progress has the Government made so far, and what further steps should it take, in driving:
 - a) More effective procurement in the police service
 - b) The removal of unnecessary bureaucracy in the police service
 - c) Greater collaboration between forces and other partners, from both the private and the public sectors?
- Which bodies should take on the functions of the National Policing Improvement Agency when it is phased out?
- What advantages/disadvantages would the new National Crime Agency, as proposed by the Government in Policing in the 21st Century, have over the existing Serious Organised Crime Agency?
- In addition to its principal focus on tackling organised crime, what other functions should the proposed new National Crime Agency undertake on behalf of police forces?
- What should be the governance and accountability arrangements for the proposed new National Crime Agency?
- Where in the proposed new landscape would the Child Exploitation and Online Protection Centre best sit?
- What should be the role of ACPO in the new landscape?

Annex C: Results of the Home Affairs Committee policing poll

Votes cast for high priority

Topic	Total number of votes	Number of votes for high priority	% of total number of votes cast for high priority
Murder and serious violence, including domestic violence	158	156	99
Sexual assault-such as rape	166	154	93
Robbery, including mugging	117	95	81
Serious organised crime-such as drugs and human trafficking	137	111	81
Child protection	170	132	78
Burglary	130	93	72
Terrorism	126	86	68
Anti-social behaviour	149	77	52
Monitoring sex offenders in the community	142	72	51
Road traffic offences, including road traffic death or injury	125	50	40
Alcohol-related crime	156	53	34
Identity theft/credit card fraud	119	41	34
Youth engagement	134	32	24
Criminal damage	115	27	23
Vehicle crime	115	15	13
Fraud against business or the state	123	15	12
Environmental crime	125	14	11
Prostitution	186	10	5

Votes cast for medium priority

Topic	Total number of votes	Number of votes for medium priority	% of total number of votes cast for medium priority
Criminal damage	115	66	57
Alcohol-related crime	156	81	52
Vehicle crime	115	59	51
Road traffic offences, including road traffic death or injury	125	58	46
Fraud against business or the state	123	48	39
Anti-social behaviour	149	55	37
Identity theft/credit card fraud	119	43	36
Monitoring sex offenders in the community	142	47	33
Youth engagement	134	41	31
Burglary	130	33	25
Environmental crime	125	31	25
Terrorism	126	31	25
Child protection	170	30	18
Robbery, including mugging	117	21	18
Prostitution	186	32	17
Serious organised crime-such as drugs and human trafficking	137	20	15
Sexual assault-such as rape	166	11	7
Murder and serious violence, including domestic violence	158	2	1

Votes cast for low priority

Topic	Total number of votes	Number of votes for low priority	% of total number of votes cast for low priority
Prostitution	186	144	77
Environmental crime	125	80	64
Fraud against business or the state	123	60	49
Youth engagement	134	61	45
Vehicle crime	115	41	36
Identity theft/credit card fraud	119	35	29
Criminal damage	115	22	19
Monitoring sex offenders in the community	142	23	16
Alcohol-related crime	156	22	14
Road traffic offences, including road traffic death or injury	125	17	14
Anti-social behaviour	149	17	11
Terrorism	126	9	7
Child protection	170	8	4
Serious organised crime-such as drugs and human trafficking	137	6	4
Burglary	130	4	3
Robbery, including mugging	117	1	Less than 1
Sexual assault-such as rape	166	1	Less than 1
Murder and serious violence, including domestic violence	158	0	0

Annex D: Summary of comments posted in the policing poll

Alcohol-related crime

A number of respondents emphasised the role of the health services and community partnerships in dealing with alcohol-related crime. They stated that this work should be supported by government regulation of the sale of alcohol. Respondents commented that the police have responsibility for dealing with the crime, whereas agencies and society should deal with the causes of alcohol abuse. They observed that once the causes are remedied, the number of abuses should decline and the police role would be minimised:

Policing can only contain the trouble. Health services, for example, have a role to play in prevention, and will benefit from reduced costs if there is less drunkenness. The private sector, and government regulation of it, has a big role to play and is currently not taking enough responsibility. (Mathemat1ca)

Unless and until Government policy reduces the availability of relatively inexpensive drink and/or social attitudes change the police must deal with the resultant behaviour. This is not simply a police matter but one of public policy and social attitude. (yorkbugle)

The police have to deal with the results of alcohol abuse and we, as a society, need to look at tackling the causes of that abuse. (indiagirl)

It should be a top priority for Community Safety Partnerships rather than solely the Police. (yes2positivechange)

The responsibility should be with central government and should be a high priority for local authorities and businesses to tackle and fund solutions. (apmd1962)

One respondent commented that attention should turn away from reacting to the crime when it occurs to focusing pro-actively on intervention to prevent the problem occurring in the first place:

This is an early intervention issue and not one of last resort thus requiring very different approaches to the current views on 'strategic partnerships' which are typically designed to deal with issues once we have grown them to 'crisis point'. (TV123)

Emphasis was also placed on educating individuals, through agencies, about drinking responsibly and the effects of alcohol:

There needs to be a more coherent multi agency approach to education, health and self responsibility promoted. (liz2572)

We must educate people, treat those who express a desire to stop drinking (this need not be a tax cost to the taxpayer—Alcoholics Anonymous is found in every major town and city and receives no funding from the Government, NHS or any other

sources), provide treatment in prisons and detention centres (AA is also present in many of these facilities), legislate to keep the cost of alcohol artificially high as in the Nordic countries and Japan. (asmwmb)

Anti-social behaviour

Those who voted on this topic similarly emphasised the need to focus on prevention strategies to deal with the causes of anti-social behaviour. Respondents commented that these strategies would need to be implemented by agencies and individuals other than the police:

Anti-social behaviour should not be seen as primarily something for the police to sort out. Prevention, for example through effective youth work, mental health services, and housing management, is a better use of public resources. (Mathemat1ca)

Tackling anti-social behaviour should not just be the responsibility of the Police. Parents and teachers have a big part to play. (Staffordshireknot)

Some participants suggested that Police Community Support Officers were best placed to deal with anti-social behaviour:

Dealing with much low level anti-social behaviour does not need the response of fully trained, highly paid police officers but PCSOs and the like, working for the police, are well placed to deal with many of these problems. (yorkbugle)

PCSO's are excellent communicators and are best suited to this type of work. (Verrieres)

Other participants believed police action was needed but also emphasised the role of local support services:

Anti social behaviour should be policed at place of origin using a partnership approach led by a local authority enforcement agency such as community wardens or "Town/City" police agency like [those] operating in the USA. (inspector48)

Action should be police led and managed but in conjunction with all support services. Those who commit anti-social behaviour need support but they need robust management at the point of when they commit such behaviour. (apmd1962)

Burglary

Burglary was seen by many as a personal attack on an individual and their possessions. Respondents commented on the need for the police to treat burglary as a high priority. They wanted the police to reassure victims and gather evidence at the scene of the crime, as well as to patrol the streets to disrupt the activities of burglars:

Police should be out on the ground 24 hours a day disrupting and preventing these crimes and also actively targeting those involved in this crime. (Staffordshireknot)

It is one of the most personal crimes and should be a high priority regardless...Not only to offer reassurance to the victim but also to preserve and secure evidence. (sarahj5)

Burglary is one of the most traumatic crimes that an individual can be subject to, the effects of which can last for years if not a lifetime, hence the priority it should be afforded. (Andy1157)

Child Protection

Many respondents believed that the police should respond to individual incidents but that, overall, other agencies were better placed to deal with child protection cases:

Police action in child protection needs to be effectively coordinated with other agencies. (Mathemat1ca)

Police should respond to incidents although it is probably an area where partner agencies are better placed to provide longer term solutions. (yorkbugle)

This is truly when other agencies have a lead role and the Police Service support that process. (Andy1157)

Child protection needs to be effectively coordinated with other agencies and...more support needs to be given to struggling families. (Hatty)

Child abuse, sex trafficking, domestic violence, paedophilia—all of the things that harm children and young people—need the NHS, probation, CPS and local government on board as well. (Hildegard of Bingen)

Criminal damage

One respondent expressed a need for a greater police presence on the streets to prevent offenders causing criminal damage:

The Police on the beat would be a deterrent to a lot of the criminal damage. (sueegypt2007)

Several respondents placed emphasis on partnership working to deal with the sources of criminal damage:

Attention to criminal damage should be tackled at source through a partnership approach led by a local authority enforcement agency where local authority facilities have been damaged or the police in the wider community. (inspector48)

High priorities for partnerships. (Andy1157)

Environmental crime

Environmental agencies and local authorities were identified by all respondents as the key resource for dealing with environmental crime:

The Environment Agency and Local authorities are better placed to deal with the majority of environmental issues. (yorkbugle)

There are other agencies that can tackle environmental crimes other than the Police. (sueegypt2007)

This should be the responsibility of [the] Environmental Agency and Local Government. (13obelisk)

Fraud against business or the state

Respondents thought that business and state fraud should be dealt with by other authorities, with the police present only at the scene of arrest:

Customs, Revenue and the like should deal with fraud against the state. (yorkbugle)

The Police should be present for arrests but other agencies would be dealing with fraud...Police have to be present for the protection of the person interviewing the suspect...The Police need to arrest the culprit/s. (sueegypt2007)

Other agencies are better equipped at this. (n5epynwy1vgqjjqd)

A field of crime where the police cannot be expected to do any preventive work—that is for accountants, auditors, insurers and so forth. The police only come in when a reasonably specific complaint is made. (Richard_S)

There should be specialist teams to look at financial fraud. Not small teams within police service but an agency. (jomci)

Identity theft/credit card fraud

Predominantly, respondents highlighted the responsibility of the financial sector in combating identity theft and credit card fraud:

While police input is important, the financial sector has an important role to play. (Mathemat1ca)

Providers of card services should be required to improve security measures in order to reduce incidents of fraud and to make theft worthless. By so doing police time could be saved. (yorkbugle)

Banks should be a lot more responsible for the investigation and prosecution of these kind of offences. (Garry)

One respondent, however, believed that this type of fraud should be a high priority for police because

unlike fraud against the state, which has other Government organisations to fight for it, the individual has no one other than the police force. (n5epynwy1vgqjjqd)

Monitoring sex offenders in the community

The probation service was identified as the key organisation responsible for the monitoring of sex offenders:

Probation services or the like should be sufficiently trained and resourced for this function. (yorkbugle)

The monitoring could be done just as effectively by probation services. The police should be used in proactive targeting of those where intelligence supports this. (apmd1962)

Monitoring sex offenders in the community should be a high priority for the probation service not the police, yet most police forces now have Multi-Agency Public Protection Arrangements (MAPPA). (Ljpexeter)

It needs specialist professionals, not Police officers who are put in the role for a short/medium term time and then move on. (jomci)

One respondent, however, commented that the police should be responsible for these types of offences due to their knowledge and expertise:

In my experience the Police currently have a great deal of expertise in dealing with this type of convicted offenders...an understanding of their behaviour is essential. (liz2572)

Murder and serious violence, including domestic violence

Respondents voted murder and serious violence, including domestic violence, the highest priority for the police. The courts were identified as essential in supporting investigations.

Murder and serious violence should be acted on completely by the police. The courts/judges and legal systems should completely back up police investigations and not let down good work carried out by the police force. (JJ01)

Some felt domestic abuse was a separate issue which was 'a priority in its own right'. There was also a view that 'lower level stuff such as harassment, criminal damage etc' should be prioritised before such behaviour escalated to "the violent crime and murder stage.' (jomci)

Prostitution

This category was voted the lowest priority for police. Respondents in this category distinguished between trafficking, which they thought that the police should target in partnership with expert professionals, and consensual prostitution, which many felt should not be targeted.

Selling and buying sex in consensual circumstances, and most prostitution in consensual [circumstances] should not be targeted by the police...where there is trafficking, and where there is coercion, then the police should target those people. (n5epynwy1vgjjqd)

To target those prostitutes who operate entirely within the law, pay taxes, control their own lives and cause no nuisance would seem to me to be a waste of police time and public money. (Fred)

One respondent expressed a concern that a tougher approach to prostitution could increase the dangers to sex workers:

The police should concentrate on those who control, coerce and traffic women into prostitution. At the moment all the current laws do is make it very difficult for women to work safely, and without fear...Outlawing prostitution only drives it underground, leaving women at extreme risk from those who would exploit, or harm them. (Rheged)

Another respondent suggested that there should be more co-operation between the police and sex workers:

Police and authorities should adopt a policy of cordial cooperation with legally operating sex workers who may then feel more comfortable to point out anyone they think might be vulnerable or any concerns. (Honey B)

Road traffic offences, including road traffic death or injury

Some respondents believed road traffic offences would be the area that was most neglected when budgets were tight. The need to educate drivers was emphasised.

This is an area of Policing that has been very badly neglected and seriously needs looking at and given a much higher priority by Police Forces. All forces should be made to have a fully manned and staffed traffic department. (Staffordshireknot)

The emphasis should be on educating drivers. Is it really appropriate in today's age for a highly skilled, well paid officer to be sat at a roadside with a speed camera? Could this not be done by civilian operatives or Highways Agency?...Police however, should deal with serious injury accidents particularly where offences include dangerous driving/without care etc. (jomci)

Robbery

Robbery was voted a high priority for police. Respondents felt police provided the 'only recourse for justice' (n5epynwy1vgqjjqd) in a crime that can alter a victim's life.

Serious organised crime – such as drugs and human trafficking

On the topic of serious organised crime, the police were seen as key in monitoring drugs and human trafficking. The role of national policing agencies was emphasised:

Serious and Organised Crime should be dealt with by the National Crime Agency...Let Police officers deal with Crime, Customs Officers with importation. (val0260)

SOCA should deal with serious organised crime. (theslug)

Sexual assault – such as rape

Some respondents believed that the role of the police in cases of sexual assault was mainly investigatory, and that agencies should take responsibility for dealing with victims and raising awareness. However, others emphasised that the role of the voluntary sector should include providing training to police officers to work with the victims of sexual assault:

The police are merely there to pick up the pieces and investigate. Vulnerable sections of society should be targeted by other agencies and attempts to change attitudes and raise awareness are crucial. This is not a police role. (apmd1962)

Police officers...desperately need training from specialist voluntary sector agencies that represent and work with survivors of sexual violence, and the survivors themselves, to ensure they consistently treat victims of these crimes with respect. (kt235)

Terrorism

Although seen as an important priority for the police and the Government, terrorism was also an area where many respondents emphasised that the approach should be rationally assessed and in proportion to other priorities.

The risks should be kept in proportion. Road accidents kill and injure far more people than terrorism in Britain. (Mathemat1ca)

The defence of the state and its citizens is the first priority of the Government. By extension all arms of the state should work to prevent terrorism. However there needs to be a balance struck between the threat and resources expended. (yorkbugle)

Vehicle Crime

Respondents expressed a desire for the police to attend vehicle crime scenes but they also thought that there was a role for local authorities and the motor industry:

Vehicle crime should be attended by local police and specialist local authority traffic policing agencies involving a partnership approach. (inspector48)

Emphasis needs to be on educating motorists and encouraging the motor industry to do more to highlight /reduce the risks of vehicle crime. (jomci)

Youth engagement

The topic of police engagement with young people received mixed reactions from participants. One serving police officer highlighted the benefits of engaging positively with young people in his local area:

The most important and successful work I have been involved in is with young people. I have over a long period of time built relationships with schools in my area, and other agencies and we have been able to make a positive difference to so many

young people's lives. I am very well known to my school community and as a result am able to assist both staff and students in a wide range of issues...The benefit of Police involvement in these activities is that we can have a positive impact upon their lives. We can address issues around anti-social behaviour, drug abuse and all manner of other issues that we wouldn't otherwise have the opportunity to do. (abc123)

In contrast, some respondents felt that young people could be educated in citizenship by other services such as 'Local Authority youth services, the voluntary sector, charitable youth groups, schools and parents.' (yorkbugle)

One respondent expressed concerns about spending police money and time on a youth culture seen as 'anti police' and felt that the police should focus on enforcing the law to protect society while community groups took responsibility for engaging with young people:

Youth culture is anti police ...For this reason we should not pay police officers or the police to spend vast amounts working with youth groups in a false belief that they will then respect the police and all behave themselves. The police should be distinct in that they enforce the law in this area. Offending youths can and should be referred to community groups who can then work with them and support them. Those that offend should be clear that the police will support programmes to work with but are ultimately there to police the streets for the benefit of society as a whole. (apmd1962)

Appendix 1: briefing produced by the National Audit Office for the Home Affairs Committee

Introduction

Aim and scope of this briefing

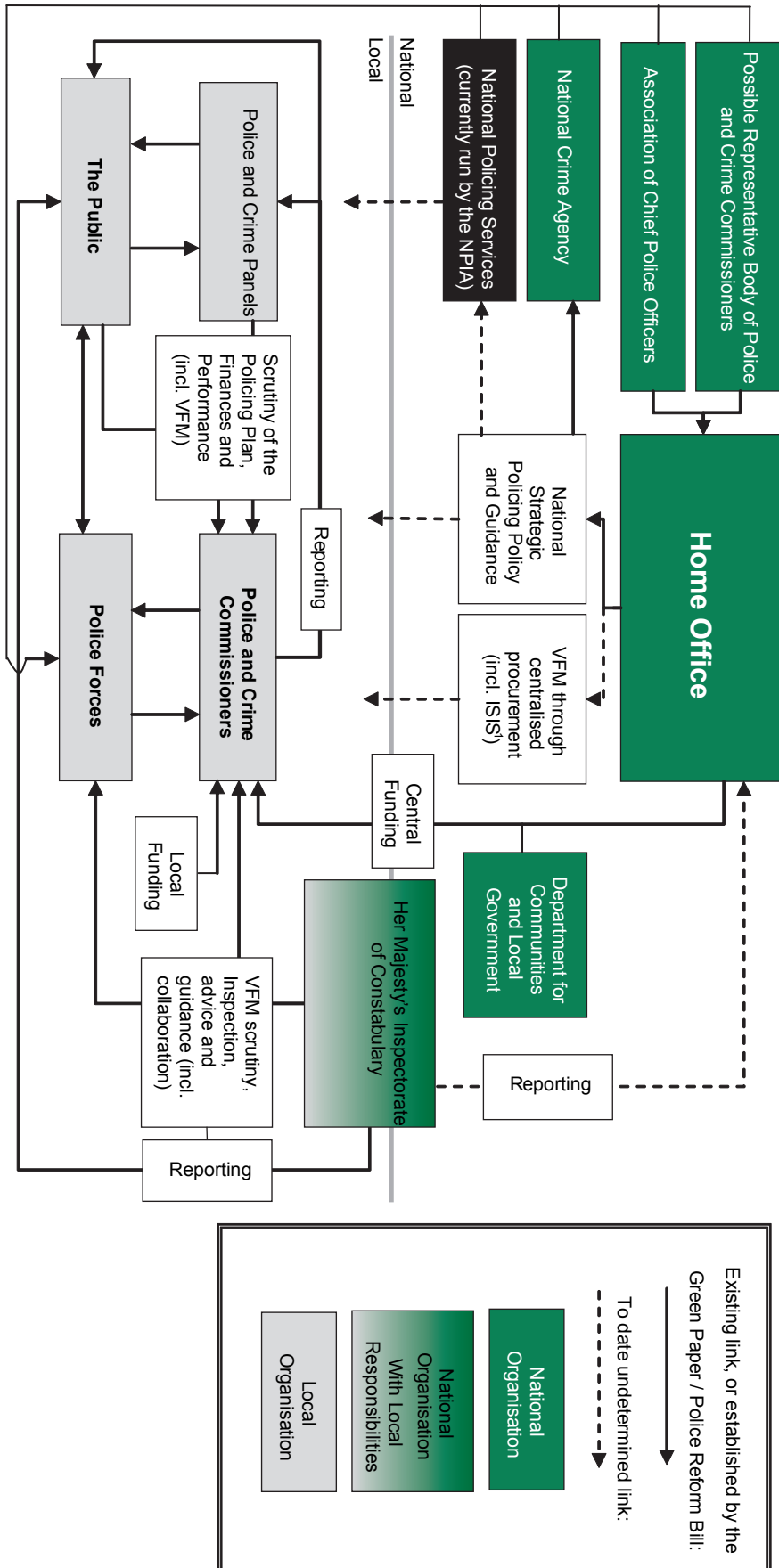
1.1 This briefing has been prepared for the Home Affairs Select Committee (the Committee), to support its inquiry into the New Landscape of Policing 2011. The briefing draws on the Committee of Public Accounts 'Fundamentals of Accountability', the Police Reform and Social Responsibilities Bill, the 2010 Green Paper "Policing in the 21st Century: Reconnecting police and the people", Her Majesty's Inspectorate of Constabulary's Value for Money Profiles and a variety of published Home Office and Police Force documents. We have not sought data directly from Police Forces or the Home Office, nor discussed cost reduction plans with Police Forces.

1.2 Part One provides a brief introduction to the future landscape of policing and sets out key issues arising from how the Committee of Public Accounts' 'Fundamentals of Accountability' would apply to the evolving landscape of policing. Part Two provides an analysis of publicly available data on police expenditure and Forces' plan to deal with reductions in the central grant funding.

The future landscape of policing

1.3 Proposals to reform policing were set out in the 2010 Green Paper "Policing in the 21st Century". The Government aims to make the police service more accountable to local people by replacing Police Authorities with directly elected police and crime commissioners. The Government also aims to end centralisation by removing policing targets, ring-fences on funding and restoring professional discretion. The paper covers the introduction of Police and Crime Commissioners, changes to the role and responsibilities of Her Majesty's Inspectorate of Constabulary, the abolition of central targets and performance measurement by the Home Office and the introduction of central procurement for certain items of police equipment. The majority of these policies are currently being debated as part of the progression of the Police Reform and Social Responsibilities Bill, currently in its second reading in the House of Lords. Figure 1 outlines our understanding of how the future policing landscape may look, including some of the key links between organisations as defined in publicly available information on the current proposed reforms.

Figure 1
The Future Policing Landscape



1.4 Police Forces are funded by a combination of central government grants (from Home Office, and the Department for Communities and Local Government) and local precepts set by the Police Authorities and collected as part of the Council Tax. In addition to the proposed reforms, the 2010 Spending Review has resulted in a significant reduction in funding for the Police from central government grants, along with an ambition by Police Authorities to freeze Council Tax Precepts at 2010-11 levels. Forces have been tasked with finding total savings over the four years of around £1.3 billion, which in real terms equates to around £2 billion (around 20 per cent). However, if Police Authorities were to choose to increase the police precept at the level forecast by the Office of Budget Responsibility rather than freeze them, on average police budgets would see real terms reductions of £1.4 billion (14 per cent) over the next four years.

Proposals for future accountability arrangements

The Committee of Public Accounts' 'Fundamentals of Accountability'

1.5 The Committee of Public Accounts took evidence from senior civil servants and Ministers in January 2011 on issues relating to parliamentary accountability arising from the general move to greater local accountability. In its report, the Committee sets out its view of the fundamental elements which need to be in place to ensure the accountability process is effective (Figure 2).

1.6 The Government discharges accountability through the personal accountability of the Accounting Officer. The Committee of Public Accounts considers that “local accountability and reform structures do not absolve departmental Accounting Officers of their personal responsibility to gain assurance on the way funds voted to their departments are spent...Parliament must be able to ‘follow the pound’ to scrutinise the use of devolved resources. Accountability arrangements must be clear before devolved models are implemented.” This is particularly so as the significant proportion of funding for Police Forces comes from two central Government Departments (see Figures 3 and 4) and “service quality would be likely to prove the overriding priority for service users; cost and value for money would be secondary considerations in selecting the appropriate service”. There has to be an appropriate framework to enable the Accounting Officer at the Home Office, as lead policy Department, and other Departments where objectives are delivered through the police, to have appropriate assurances and controls over the spending. The Committee also believes that a critical role of the Accounting Officers is to satisfy themselves that “there is a sensible framework in place to promote value for money”.

Figure 2

Summary of the Committee of Public Accounts' 'Fundamentals of Accountability'

- a. The Accounting Officer is personally and ultimately responsible to Parliament for the spending of taxpayers' money and must be unfettered in the discharge of these responsibilities.

- b. Where a Department provides funding to other bodies the Accounting Officer is responsible for ensuring that there is an appropriate framework in place to provide him or her with the necessary assurances and controls.
- c. Responsibilities and authority for policy and operational decisions are clear throughout the delivery chain.
- d. There is a clear process for measuring outcomes, evaluating performance and demonstrating value for money which allows organisations to be held to public account and which enables proper comparisons to be made across organisations delivering the same or similar services.
- e. All bodies which receive public funds are well governed and have robust financial management arrangements in place

Source: Committee of Public Accounts, Accountability for Public Money, HC740, 5 April 2011.

Roles and responsibilities for Policing

1.7 The 'Fundamentals of Accountability' define the need for clarity of role and responsibilities particularly with respect to the governance, accountability and delivery of value for money. With respect to policing, more emphasis will be placed on local accountability arrangements. The following paragraphs outline the roles and responsibilities for each of the significant policing organisations as defined by the 2010 Green Paper, the Police Reform and Social Responsibilities Bill (the Bill) and the draft Protocol for Elected Police Commissioners.

The Home Office

- The Home Office will continue to have the primary responsibility for policing in central Government, continuing to provide its element of the grant funding to police forces as well as retaining its role in setting the national strategic direction for the police. The focus will be on national policing issues, whilst ensuring that the Police Service, force, regional or national level, is more efficient whilst effective frontline policing is maintained. The Home Secretary retains powers to direct Police and Crime Commissioners and Chief Constables to take action if they are failing to carry out their functions, in defined and extreme circumstances. The Bill puts in place the power for the Home Secretary to specify procurement arrangements to be used by the Police Service as a whole. A national approach to the procurement of Information Technology Systems is underway through the Information Systems Improvement Strategy (ISIS), which intends to converge police IT systems by 2015. The aim is to stop 43 Police Forces procuring things in 43 different ways and introduce a degree of national coordination in respect of cross-boundary operations.

Police and Crime Commissioners

- The Bill proposes that publicly elected local representatives in policing replace the existing Police Authority arrangements. The proposed Police and Crime Commissioners will represent and engage with the public, set local policing priorities, agree a local strategic plan, set the force budget and precept levels, appoint the Chief

Constable, hold him or her to account, and have the power where necessary to dismiss the Chief Constable.

Police and Crime Panels

- The proposed role of Police and Crime Panels is to provide scrutiny of the performance of the Police and Crime Commissioners. The panels will be made up of locally elected councillors from constituent local authorities and independent and lay members who will bring additional skills, experience and diversity to the discussions. They will also report to the public the performance of the Commissioner and Police Force. They will hold confirmation hearings for the post of Chief Constable and be able to hold confirmation hearings for other appointments made by the Commissioner to his staff, but without having the power of veto. Once the Commissioner has recommended the amount to be collected through the policing precept, Panels will also have a power to trigger a local referendum on this amount.

Association of Chief Police Officers (ACPO)

- The recent review of Police Leadership and Training proposed the creation of a new professional body for policing responsible for the key national standards, qualification frameworks, and the leadership and training approaches for the Police Service. It is envisaged however, that ACPO, or the new body, would remain the national organisation responsible for providing professional leadership for the police service. It will take the lead role on setting standards and sharing best practice across the range of police activities. It will also play a role in ensuring that Chief Constables drive value for money and will be expected to show strong leadership in promoting and supporting the greater use of professional judgement by police officers and staff. The potential reforms will have implications for the structure and role of ACPO and a Home Office consultation is underway to explore these proposals.

Her Majesty's Inspectorate of Constabulary (HMIC)

- HMIC will retain its role as an independent Inspectorate, although the intention is that its inspection regime will become lighter-touch than it is currently. It will provide the public with information on local policing outcomes and value for money, to help them make informed judgements on how well Police and Crime Commissioners and their forces are performing. It will produce publicly accessible information reflecting the priorities of the community, as well as the existing Value for Money Profiles to provide comparative data, enabling the public, Police and Crime Commissioners and chief officers to make comparisons across Force areas. HMIC will conduct Value for Money Inspections, which will consider the value for money achieved by: local activity; the use of nationally provided contracts or services; and collaborative work. Police and Crime Commissioners will be able to call upon HMIC to inspect their Force or aspects of its work if they believe that the Chief Constable is unable to make sufficient progress on value for money.

National Policing Improvement Agency (NPIA)

- The Government announced in May 2010 that the Agency will be phased out by 2012. The Agency currently provides a range of support services, for example, national policing and crime databases, the Airwave radio and the ISIS programme. It also provides direct support to police forces in terms of improvement activity and support to operational policing and guidance on Police standards.

The framework for accountability in Policing

1.8 The 'Fundamentals of Accountability' state that responsibilities and authority for policy and operational decisions should be clear throughout the delivery chain. There should be a clear process for measuring outcomes, evaluating performance and demonstrating value for money which allows organisations to be held to public account and which enables proper comparisons to be made across organisations delivering the same or similar services. Accountability will operate at different levels in Policing. Our commentary on the arrangements being put in place is set out below.

Local accountability arrangements

1.9 Responsibility for operational decisions at local level is, and will remain solely the responsibility of the Chief Constable. The proposals outline that at the local level the Force and the Commissioner - with assistance, support and scrutiny from local financial auditors, the Inspectorate and the Police and Crime Panel - will work together to deliver information to the public and to manage the business. The proposed new local structures and arrangements for governance, accountability and value for money allow both the Chief Constable and Commissioner to be held to account separately for both the financial management and performance of the police force. The exact nature of this arrangement, however, is to be determined at the local level, which may increase the variation in the way in which policing is delivered and performance is measured.

National delivery roles

1.10 The proposals set out in the 2010 Green Paper are that a National Crime Agency, encompassing organised crime, border security and operational support, should be set up by 2013. The National Policing Improvement Agency, which is to be phased out by 2012, currently provides access, maintenance and support for a range of policing and crime critical policing databases, communications systems and other strategic policing equipment. These include Airwave (the police national radio system), police national database, and the police national computer. Whilst the proposals outline that the new National Crime Agency is to take on much of the operational support functions, it is not yet clear which organisation will take on responsibility for the critical systems and services.

1.11 Under the future proposals the Home Office is taking on responsibility for the centralised procurement of equipment, goods and services, the convergence of IT systems, the delivery of some but not all support services and the delivery of a national strategy for policing. It will require robust performance and financial information to be able to determine the needs of the Police Service, the impact that central procurement will have and to determine if value for money has been achieved through the procurement. Since the

Green paper, there has been no further information published on the Home Office's strategy for the central procurement of goods and services.

The Home Office's responsibility for Policing

1.12 The Committee of Public Accounts' 'Fundamentals of Accountability' note that even in a devolved delivery system such as policing, the Accounting Officer of the Home Office will need to understand what the whole system is delivering and, where there is variation, to understand why. There should be a clear process for measuring outcomes, evaluating performance and demonstrating value for money which allows organisations to be held to public account and which enables proper comparisons to be made across organisations delivering the same or similar services. A critical role for the Accounting Officers of all departments is to satisfy themselves that there is a sensible framework in place to deliver value for money.

1.13 As part of the reducing bureaucracy agenda, the Home Office will no longer set central targets or performance manage the Police Service. However, it will have responsibility for the grant, strategy for policing, central procurement and the convergence of IT systems. The Home Office has explained that the Home Secretary will retain the ability to intervene where force budgets are set too low and threaten the security of the public; to require any Police and Crime Commissioner to enter into performance agreements over national and international policing responsibilities; and to specify some functions that all forces must perform through collaboration with other forces or other bodies. The Home Secretary will also issue a new Strategic Policing Requirement setting out the policing capabilities needed to deal with threats that cross police force boundaries, for example counter terrorism or other national priorities, to which Police and Crime Commissioners will be required to have regard in making plans.

1.14 The Home Office has set out its ongoing role to monitor the national crime risk and to report to Parliament. As part of this, the Home Secretary retains powers to collect information from forces to ensure that key information, such as national crime figures, are available in the public interest and to inform policy. In its business plan, the Home Office currently has a single input measure "Cost per head of population of total police force cost, as part of HM Inspectorate of Constabulary value for money profiles for the police" and two impact measures "Crime rates – violent and property crime reported to the police" and "The size, value and nature of organised crime and our success in diminishing it and its profitability".

1.15 Neither the Bill nor the Green Paper specify either the data required or which organisation will be responsible for its collection and analysis in order to provide a Police Service wide picture to inform decision making at the national level. Her Majesty's Inspectorate of Constabulary has, however, been developing Value for Money Profiles, which whilst still in development, provide a strong basis for the development of an analytical framework which could effectively support decision making at both local and national levels. This framework can provide a baseline of police service performance and facilitate analysis to track local performance, from which the outcomes of for example improvement activity or alternative methods of procurement could be assessed. The proposals do not adequately define how the Home Office will judge performance at the national level. However, the Home Office has told us that Ministers have agreed to, and

now receive, monthly reports which allow them (and the Accounting Officer) to take a view on performance at the national level. Several organisations will share responsibility for the delivery of national policy objectives, including cost reduction and value for money. Such a role would include consideration of system-wide cost drivers, and assessing and monitoring the impact, if any, of cost reduction on overall performance.

1.16 In the past there was an established relationship for dealing with under-performing Police Forces. HMIC used to inspect Forces against a series of criteria based on the Policing Standards set out by both ACPO and the National Policing Improvement Agency. The Inspectorate had a defined “Ladder of Intervention and Support” which reflected the overall result of Police Force inspections. The ladder was a tool used to provide an indication of the level of support and improvement activity, potentially provided by Home Office funding, that each force required in order to pass future inspections. The ladder ranged from no action required to the potential removal of the Chief Constable by the Home Secretary, and HMIC judge that it has been used successfully. Under the proposed reforms, the Home Office will be able to require a Police and Crime Commissioner to produce an action plan in response to an HMIC inspection. However, the proposals do not specify the use of the Inspectorate’s methodology and, whilst the Home Secretary retains the power to intervene, the circumstances around which such an intervention would take place at the Police Force level are undefined.

1.17 The proposals also set out a change to the circumstances in which police forces are intended to collaborate. Current arrangements are extremely variable in demonstrating improvements in services or lower costs. The Green Paper states that in many areas, the governance and accountability arrangements are too weak and decisions over whether or not to collaborate are only reached after protracted debate and negotiation. Whilst the proposals place responsibility for collaboration on the Police and Crime Commissioners, they also state that Her Majesty’s Inspectorate of Constabulary will assist both the Home Secretary and Police and Crime Commissioners in identifying which forces should collaborate and on which areas of policing. The Inspectorate will also assess individual forces and their Commissioners on the effectiveness of their decisions to collaborate in maintaining or improving services at a lower cost.

National and local audit arrangements

1.18 The National Audit Office (NAO) scrutinises public spending on behalf of Parliament. The role of the NAO encompasses the financial and value for money audit of central government departments and bodies. This includes the Home Office and the National Policing Improvement Agency. The NAO does not audit local government spending, such as Police Forces and Authorities, which is currently the role of the Audit Commission. On the 13 August 2010 the Secretary of State for Communities and Local Government announced plans to disband the Audit Commission, and refocus audit of local public bodies. The aim is “to replace the current, centralised audit systems managed by the Audit Commission, with a new decentralised regime, which will support local democratic accountability, and one that will also cut bureaucracy and costs, while ensuring that there continues to be robust local public audit.” In March 2011, the Department for Communities and Local Government in a consultation document set out the proposals for a new audit framework where:

- The National Audit Office would prepare the Codes of audit practice, which prescribe the way in which auditors are to carry out their functions, and which would continue to be approved by Parliament, and associated guidance.
- The National Audit Office would also continue to audit Government departments providing funding to local public bodies and will continue to receive Whole of Government Accounts returns.
- Principal local authorities would appoint their own auditors, with decisions made by full council, taking into account advice from an independently chaired audit committee, and in the case of policing by the Police and Crime Panel.

The consultation runs from 30 March until 30 June 2011.

Financial Analysis

2.1 This Part of the briefing examines current and future expenditure plans of Police Forces. In three sections we examine the national picture, provide analysis of four Police Forces and examine the plans for structured cost reduction that were available to us from the 43 Forces. The four Forces selected by the Home Affairs Select Committee for specific examination are Greater Manchester, Gwent, Leicestershire and the Metropolitan Police, and we have included the information these Forces provided to the Committee in our analysis.

The National picture

2.2 The 2010 Spending Review resulted in a reduction in central Government grant funding to all Police Authorities in England and Wales (Figure 3). By 2014-15 annual police funding will be some £1.3 billion less than in 2010-11, in real terms this equates to a reduction of around £2 billion (20 per cent).

Figure 3: Central Government Grant funding for police forces

Funding source	2010-11 (£ billion)	2011-12 (£ billion)	2012-13 (£ billion)	2013-14 (£ billion)	2014-15 (£ billion)
Home Office General Grant	4.643	4.940	4.591	4.849	4.759
DCLG Grant	3.670	3.345	3.138	3.093	3.051
Home Office Specific Grants	1.494	1.049	1.094	0.718	0.736
TOTAL	9.807	9.341¹	8.830¹	8.660	8.546
Change from 2010-11 (£ billion)	-	-0.466	-0.977	-1.147	-1.261
Real terms change from 2010-11 (£ billion)	-	-0.541	-1.237	-1.611	-1.927
Real terms change from 2010-11 (%)	-	-6.6%	-13.7%	-17.4%	-20.7%

Note: ¹ Contains small contingency fund not included in the main table.

Source: Home Office. 'Allocations of grant to Police Authorities in England and Wales'. 13 December 2010. Annex A, and p.54, table 2.10 HM Treasury, Spending Review 2010.

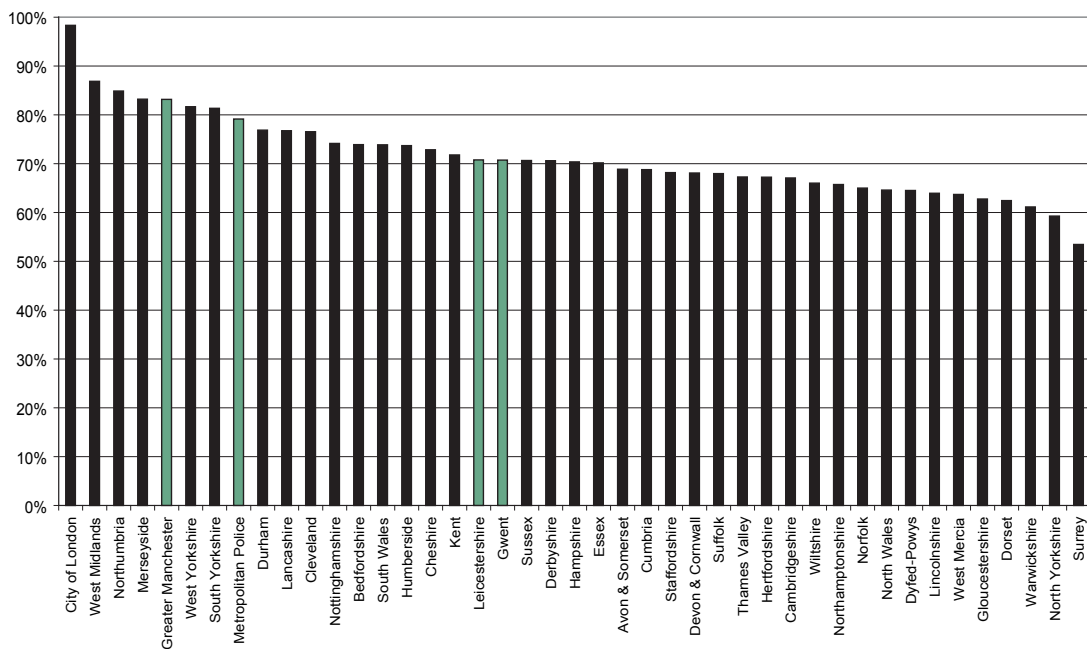
2.3 In addition, Police Force capital grants will also reduce. The total capital allocation was around £210 million in 2010-11, which will fall to around £125 million in 2012-13, a reduction of £85 million (£90 million in real terms). A proportion of the capital grant, £22.5 million (26.5 per cent of the total) in 2011-12 and £33.1 million (26.5 per cent of the total) in 2012-13 is provisionally allocated to the Metropolitan Police.

2.4 The reductions in central government funding are likely to affect Forces to differing extents. The dependency of police forces on central government funding varies significantly from force to force, as set out in Figure 4. At the top end, City of London Police received 98 per cent of its funding from central government in 2009-10. In contrast, Surrey Police Force received only 54 per cent of its 2009-10 funding from central government funds. The remaining funding is made up from a combination of the police precept (collected locally as part of council tax), police authority reserves or other income

generated for example from policing of local activities. Forces with a greater reliance on central government funding are going to have to realise relatively greater savings over the period covered by the 2010 Spending Review. An increase in the Council Tax Precept may offset the shortfall in central government budget allocation. In recognition that many Police Authorities will freeze the police precept delivered from 2010-11 Council Tax, the Home Office have also included an annual £75 million top-up grant to the total central government funding, however, this is equivalent to only 14 per cent of the 2011-12 central funding reduction in real terms.

Figure 4

Police Forces relative dependence on central government funding 2009-10



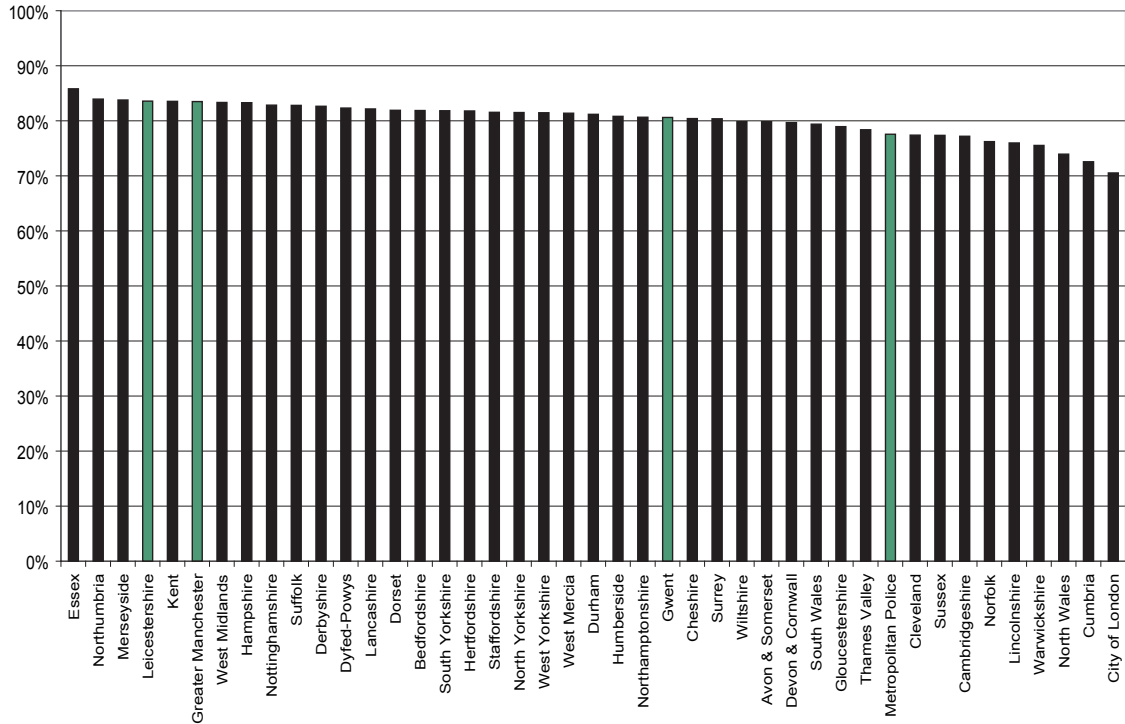
NOTE: Greater Manchester, Gwent, Leicestershire and the Metropolitan Police highlighted.

Source: National Audit Office analysis of Her Majesty’s Inspectorate of Constabulary, 2009-10 Value for Money profiles.

2.5 The amount that police forces spend on their workforce also varies significantly across the country as shown in Figure 5. In 2009-10, Essex Police spent the most proportionally on its workforce at 86 per cent (around £262 million), whilst City of London Police spend the least at around 71 per cent (around £69.6 million).

Figure 5

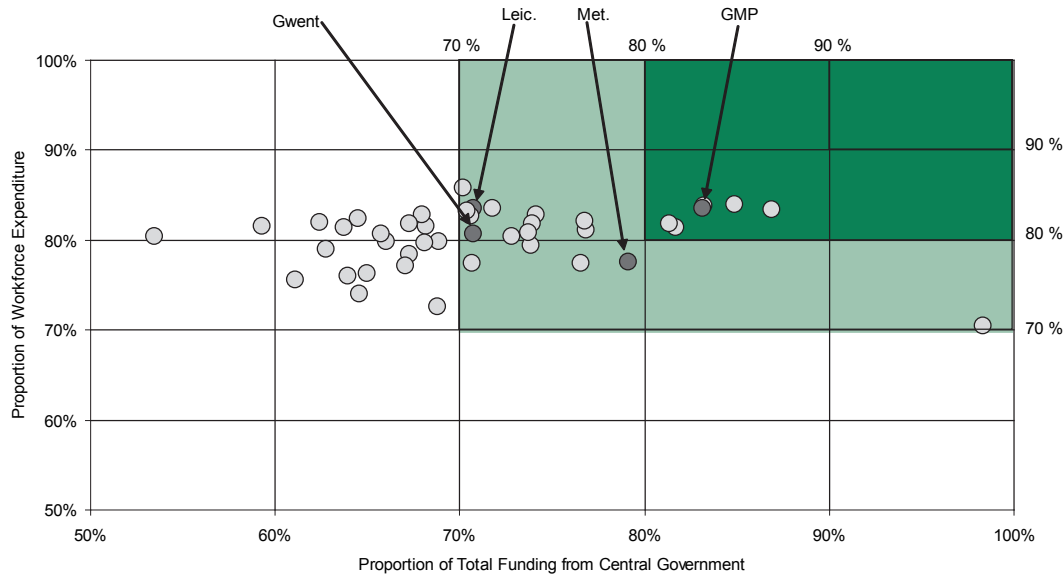
Proportion of Police Force gross revenue expenditure spent on workforce 2009-10 relative dependence on central government funding 2009-10



2.6 If Forces spend a greater proportion of their budget on workforce-related costs (Figure 5), and are more dependent on central Government funding (Figure 4), then they will be under more pressure to make reductions in their workforce in order to deliver the required savings. For example, there are six Forces that receive between 80 and 90 per cent of their funding from central government and spend between 80 and 90 per cent of their budget on manpower, as Figure 6 shows. These Forces are West Midlands, Northumbria, Merseyside, West Yorkshire, South Yorkshire and Greater Manchester. Twenty-three of the 43 Forces (53 per cent) lie within the 70 - 90 per cent range both in terms of their dependency on central funding and for the proportion of their expenditure on manpower.

Figure 6

Comparison of Central Government Funding Received and Manpower Expenditure 2009-10



NOTE: Greater Manchester, Gwent, Leicestershire and the Metropolitan Police highlighted

Source: National Audit Office Analysis of HMIC Value for Money Profile Data

Four selected Police Forces

2.7 Four police forces were asked by the Home Affairs Select Committee to provide a breakdown of their budgets and areas of spending over the last three years. These forces are, Greater Manchester, Leicestershire, Gwent and the Metropolitan Police. At the request of the Committee we have examined the budgets provided by the Forces and provided an analysis of this information. The four Forces represent a cross-section of Police Forces in England and Wales, each covering different environments and population sizes, such as: Gwent, a small Police Force covering a rural area with a population of some 560,000; Leicestershire, a medium-sized Force covering a mixed urban and rural area with a population of some 970,000; Greater Manchester, a large urban force policing a population of some 2.6 million; and the Metropolitan police, the largest force, policing a population of some 7.6 million.

2.8 In 2009-10 all four of the selected Forces are in the top half of all Forces in terms of the amount of central government funding, receiving over 70 per cent of their income in this way and spending over 70 per cent on workforce, as Figure 6 shows.

2.9 Figure 7 provides a breakdown of the proportion that each of the four Forces spends on workforce and non-staff related costs per officer. The Metropolitan Police spends substantially more per officer on both workforce and non-staff costs than the other three forces. In 2010-11 the Metropolitan Police Force planned to spend £8,548, around 18 per cent more per officer on workforce related costs and £4,940, a round 51 per cent per

officer on non-staff related costs than Gwent. The Metropolitan Police spends a slightly higher proportion on non-staff costs per officer than the other three Forces. Greater Manchester, Leicestershire and Gwent all have the same proportionate split between their spend per officer on workforces-related costs (83%) and non-staff costs (17%).

Figure 7
2010-11 Workforce and Non-Staff Costs per Officer

Police Force	Workforce related cost per officer (per cent)	Workforce related costs per officer (£)	Non-staff costs per officer (per cent)	Non-staff costs per officer (£)
Greater Manchester	83 %	46,805.23	17 %	9,301.81
Gwent	83 %	47,300.88	17 %	9,611.20
Leicestershire	83 %	45,975.90	17 %	9,257.56
Metropolitan	79 %	55,906.57	21 %	14,551.63

Source: Police Forces' budget data provided by the Home Affairs Select Committee, 11 April 2011.

Home Office Statistical Bulletin, 'Police Service Strength: England and Wales, 30 September 2010'.

2.10 Police forces breakdown their non-staff related expenditure into five different areas: Supplies and Services; Capital Financing; Transport; Premises; and, other. The highest expenditure area for non-staff costs for the four Forces is 'supplies and services' which includes items such as furniture, equipment, catering and IT. The total annual expenditure for all four Forces on supplies and services reduced over the last two years, in aggregate falling by seven per cent from around £522 million in 2008-09 to £485 million in 2010-11.

2.11 Over the period 2008-09 to 2010-11, each of the Forces examined have, made adjustments to their expenditure in different ways, as shown in Figure 8. Over the period, Total expenditure across the four Forces has increased by around £102 million, (3.1 per cent). Non-staff expenditure has increased by around £134 million (3.8 per cent). All forces have managed their reserves to different extents, for example the Metropolitan Police have drawn on their reserve for the last two years, whilst Gwent has transferred money to its reserve over the same period.

Figure 8
The change in revenue expenditure 2008-09 to 2010-11

The change in revenue expenditure 2008-09 to 2010-11

	MET				GMP				Leicestershire				Gwent			
	08-Sep £'000	09-Oct £'000	10-Nov £'000	Change 08-09 to 10-11	08-Sep £'000	09-Oct £'000	10-Nov £'000	Change 08-09 to 10-11	08-Sep £'000	09-Oct £'000	10-Nov £'000	Change 08-09 to 10-11	08-Sep £'000	09-Oct £'000	10-Nov £'000	Change 08-09 to 10-11
Employee related costs	2,732,800	2,815,300	2,817,300	3.1%	551,060	573,290	582,819	5.8%	152,421	161,921	163,812	7.5%	108,467	112,381	114,563	5.6%
Supplies and services	443,900	422,500	397,300	-10.5%	51,827	55,214	60,357	16.5%	13,176	14,036	14,204	7.8%	12,927	13,295	13,271	2.7%
Capital financing costs	47,500	49,200	50,500	6.3%	6,794	8,149	8,759	28.9%	2,279	2,507	2,546	11.7%	827	866	877	6.0%
Premises	198,800	203,300	206,000	3.6%	29,982	31,901	33,127	10.5%	5,131	5,562	5,669	10.5%	5,541	5,780	5,562	0.4%
Transport	78,300	80,500	79,500	1.5%	8,829	9,456	9,592	8.6%	3,977	3,735	4,057	2.0%	2,777	3,021	3,090	11.2%
Other expenditure	↓	↓	↓	↓	2,253	3,059	3,992	77.2%	5,344	5,549	6,474	21.1%	513	1,995	479	-6.5%
Grants and income	↓	↓	↓	↓	-108,297	-112,370	-111,349	-2.8%	-19,959	-20,409	-21,107	-5.8%	-15,502	-20,393	-16,085	-3.8%
Transfer to or from (+) reserves	4,200	-9,700	-5,500	-230.9%	2,479	-2,633	910	-63.3%	↓	↓	↓	↓	1,956	2,008	2,021	3.3%
Total	3,505,500	3,561,100	3,545,100	1.1%	544,927	566,044	588,206	7.9%	162,370	172,899	175,654	8.2%	117,506	118,993	123,777	5.3%

NOTE: Force data did not breakdown expenditure in this area.

Grants and Income includes income and specific grants only it is not a sum of the central government or local funding

Source: Data provided by the Home Affairs Select Committee, 11 April 2011.

2.12 Since 2008-09, budgets for capital expenditure have increased in Greater Manchester Police by £18.5 million (26 per cent) and the Metropolitan Police by around £84.6 million (50 per cent) (Figure 9). Whilst in Gwent and Leicestershire capital funding was reduced by £2.7 million (50 per cent) and £0.5 million (7 per cent) respectively.

Figure 9

Change in capital expenditure budgets 2008-09 to 2010-11

Force	2008-09 (£'000)	2009-10 (£'000)	2010-11 (£'000)	% change 08/09 to 10/11
Greater Manchester	72,029	80,541	90,526	26
Gwent	5,491	3,659	2,756	-50
Leicestershire	7,328	5,509	6,845	-7
Metropolitan	168,743	186,299	253,294	50

Source: Data provided by the Home Affairs Select Committee, 11 April 2011.

Approaches to structured cost reduction

2.13 The reductions in central government funding mean that over the next four years all Police Forces in England and Wales will need to make significant savings. In our review of policing plans for the period 2011-14, we found that whilst all Forces have medium term financial plans that are part of their Policing Plans, the level of detail in terms of which savings are going to be achieved and how they were going to be implemented varied significantly. And so most of the value for money statements and financial plans do not delineate between savings which are cashable and those that are not.

2.14 Between 2010-11 and 2013-14, the four Forces will have their funding reduced by a total of around £297 million, Figure 10. The two larger forces will bear the greater reductions, with the Metropolitan Police's funding decreased by around £247 million (nine per cent), Greater Manchester Police's decreased by £45 million, (eight per cent). Leicestershire Police's budget in 2014 will have decreased by £0.6 million (0.3 per cent) and Gwent Police by around £2.9 million (2.4 per cent). However, amongst the four Forces, different assumptions have been made regarding future budget requirements, funding and potential savings for example in the use of Police Authority reserves, making direct comparisons in future difficult.

Figure 10

Police force planned budget requirements, funding, funding gaps and proposed savings 2010-11 to 2013-14 (£'000)

Police force planned budget requirements, funding, funding gaps and proposed savings 2010-11 to 2013-14 (£'000)

Year	Metropolitan Police			Greater Manchester Police			Leicestershire Police			Gwent Police		
	Planned Budget	Projected Funding (% change from 2010-11)	Planned in-year savings	Planned Budget	Projected Funding (% change from 2010-11)	Planned in-year savings	Planned Budget	Projected Funding (% change from 2010-11)	Planned in-year savings	Planned Budget	Projected Funding (% change from 2010-11)	Planned in-year savings
2010-11	2,673,300	2,673,300	0	588,200	588,200	0	176,800	176,000	800	129,648	121,708	7,940
2011-12	2,701,100	2,688,191 (0.6%)	11,909	622,300	570,200 (-3.1%)	52,100	176,500	169,700 (-3.6%)	6,800	131,657	117,758 (-2.2%)	13,899
2012-13	2,555,400	2,468,645 (-7.7%)	96,755	636,600	547,000 (-7.0%)	89,600	184,200	175,600 (-4.2%)	8,600	138,271	119,433 (-1.9%)	18,838
2013-14	2,604,100	2,425,783 (-9.3%)	178,317	654,900	542,600 (-7.8%)	112,300	188,900	175,400 (-6.3%)	13,500	143,004	118,833 (-2.4%)	24,171

Note: Forces own calculation of projected funding. Developed using different assumptions of future funding.

Source: <http://www.mpa.gov.uk/downloads/committees/mpa/10224-06-appendix01-appendices.pdf>; Joint Report of the Chief Constable and Treasurer to the Greater Manchester Police Authority, 2011/12 – 2014/15 Strategic Financial Outlook and Implications for Future Policing Services in Greater Manchester; Gwent Police Authority, Medium Term Revenue Projections 2011/12 to 2014/15; Leicestershire Constabulary and Police Authority: p.9, Leicestershire Policing Plan 2011-14, Medium Term Financial Plan Update as at 18 February 2011

2.15 Police Authority documents identify the projected savings required between 2010-11 and 2013-14, in each of the four case study Forces (Figure 10). The total savings to be made over the four years are: Gwent around £13 million; Greater Manchester £111 million; Leicestershire £12 million; and the Metropolitan Police £312 million. On the basis of these figures, if the savings planned were achieved, the Metropolitan Police would cover its funding shortfall in total over the four year period. Gwent, by comparison, would cover only one-fifth of its funding shortfall.

2.16 There is significant variation in the information provided by each of the four forces on the implementation of the cost reduction programmes and inconsistencies between forces on the quantification of each element of their programme. For example, Gwent Police plan £381,000 savings from regional collaboration, but both Leicestershire Police Authority and Greater Manchester Police only note it as a savings area without quantifying the savings.

Cost reduction programmes across all Police Forces

2.17 Each of the four Forces has taken a different approach to identifying and planning for structured cost reduction within defined areas of expenditure. Our analysis shows that this is reflected in the Police Service as a whole; we found significant variation across the 43 Forces in their approach to cost reduction. There are some common themes around which Forces are aiming to generate both cashable and efficiency savings whilst promoting value for money and maintaining effectiveness. There is however, significant variation in the detail around the implementation of the savings plans and the scale of savings that Forces expect each element to deliver. The common themes our analysis found are:

- a. Improved deployment of officers;
- b. Reductions in overtime spending;
- c. Process improvements and business change activity;
- d. Reductions in bureaucracy;
- e. Adoption of national frameworks for procurement;
- f. National convergence of Information Technology (partly through the Information Systems Improvement Strategy, ISIS);
- g. Reduction in proportion of budget in support services;
- h. Reductions in overhead costs; and
- i. Savings from collaborative working

2.18 Analysis of each of the 40 available 2011-14 Policing Plans that have been published, shows that not all include the above areas in their Value for Money Statements or quantify the savings made in these areas when they are included. Thirteen Police Forces have, however, quantified the projected savings for 2011-12 against these common areas, which total around £107 million (as seen in Figure 11).

2.19 In addition, another seven Forces refer to the above savings themes in their Value for Money statements but do not quantify them and 20 Forces (including the four selected Forces) categorise and quantify the data differently within their Medium Term Financial Plans, and other documents. No savings data or plans could be found in the public domain for three Forces, City of London, Cleveland and Dyfed-Powys. Some Forces noted that they have used the National Policing Improvement Agency cost-effectiveness diagnostic toolkit to identify savings over the Spending Review period. The toolkit aims to provide analysis of the force's people, systems, processes and structures, identifying those functions most likely to yield significant cash savings.

Figure 11

Projected 2011-12 savings to be made by 13 forces who have quantified each element

How saving is to be delivered	2011/12 (£ million)
Improved deployment of officers	30
Process improvements	21
Reduction in proportion of budget in support services	13
Reductions in overheads	13
Savings from collaborative working	10
Reductions in bureaucracy	9
Reductions in overtime spending	8
Adoption of National Frameworks for procurement	4
National convergence of IT	4
TOTAL	107
TOTAL budgets for the 13 Forces 2011-12	2448
Savings as a proportion of budget	4.4 %

NOTE: Where savings totals were aggregated across the whole spending review period we have assumed that the savings will be apportioned equally across the four years. Equally where savings were aggregated across areas we have apportioned equally across each area.

Manpower reductions

2.20 Given the large proportion of Forces' budgets spent on staff-related expenditure (Para 3.5), reduction in Police Force funding is likely to affect Police Officer and Police staff numbers. Our analysis has shown that only nine forces are currently publicly considering the likely impact that the reductions in funding are likely to have on their Force, or are considering a reduction in staff numbers as part of a quantified cost reduction strategy, Figure 12.

Figure 12: Impact of spending cuts on police officer and staff numbers

Force	Cost Reduction Impact		Cost Reduction Target Where Staff Numbers not Published
	Year	Headcount reduction (FTE)	
Bedfordshire	2011-12	56 Police Officers 29 Police Staff	
Cambridgeshire	2010-11	45 Police Staff	
	2011-12	81 Police Staff	
Cheshire	2011-12	313 Police Officers, 27 Police Staff	£0.87 million Staff
	2011-14		
Derbyshire	2010-11	140 Police Staff	
Devon and Cornwall	2011-14	590 Police Officers, 500 Police Staff	
Gloucestershire	2011-12		£1.3 million Staff £4.2 million Officer
Greater Manchester Merseyside	2011-14	2944 middle and back office	£133.7 million Staff
	2011-14	322 Police Officer, 163 Police Staff	
South Wales	2011-12	114 Police Officers, 167 Police staff	

Source: NAO analysis of Police Force and Authority documents.

Conclusions and recommendations

C&R Sub heading

1. We agree that police pay and conditions need reforming in order to enable Chief Constables to shape their workforces to respond to the need for a more financially efficient police service that can continue effectively to pursue its mission of reducing crime and disorder in the 21st century. However, neither in his initial report, nor in his evidence to us, did Tom Winsor adequately resolve the issue of how to give police chiefs greater powers to manage without undermining the special role of police officers. We foresee a danger that, in the future, the courts may decide that police officers are employees. We note that Tom Winsor said that he does not see this happening because of the weight of law and history behind the office of constable, but we do not regard this as sufficient assurance. We therefore urge the Home Office to seek legal advice on this point, and in the light of that advice, to decide where the balance of changes to terms and conditions should lie. (Paragraph 17)
2. Tom Winsor's review of pay and conditions is having an inevitable impact on morale in the police service but it is possible to do more to mitigate this. Therefore we recommend that the Home Office set up an interactive website to answer questions from police officers and staff. Such a website would need to be very carefully designed and properly mediated and managed, and would require serious commitment from the Home Office. Many websites which are intended to improve communications with the public—both in the public and the private sector—prove frustrating and fail to provide good interaction, and that can make matters worse rather than better. Some officers felt that Tom Winsor did not take sufficient time to hear directly from them and understand their work. We therefore recommend that, before making any further recommendations, Tom Winsor should spend more time visiting officers and staff. When the second part of the review is published, the Home Office should hold events in local police force areas to explain directly how any proposed fundamental changes will affect officers and staff. (Paragraph 18)
3. In a tough economic context, when the budgets of many public sector bodies are being reduced, it is not surprising that there will be less money available to perform the functions currently carried out by the National Policing Improvement Agency in the period up to 2014-15. Some money may be saved through efficiencies, but it is not clear that these are currently being delivered in an environment of very considerable uncertainty, and ultimately this funding gap will have to be met either by stopping some functions altogether or by finding an alternative source of funding. While we do not rule out the possibility that police forces should have to pay for some of the functions that they currently receive from the Agency at no cost to themselves, we are concerned that police forces are already under considerable pressure to cut budgets. The pressure on budgets from this and other sources may ultimately result in further reductions in the size of the police workforce. As has been seen in the past, this can fragment approaches across police forces which need to be co-ordinated and consistent. As we emphasise below, the Home Office must

urgently provide clarity to police forces about the financial contribution that will be required of them, in order for them to manage any reductions in headcount as effectively as possible. (Paragraph 47)

4. It is unacceptable that, more than a year after the Government announced it was phasing out the National Policing Improvement Agency, it still has not announced any definite decisions about the future of the vast majority of the functions currently performed by the Agency, including vital functions such as Airwave, the DNA database, the Police National Database, and the Police National Missing Persons Bureau. We accept that consultation is important, but so is making and communicating decisions. The continuing uncertainty is damaging not only to the morale of the people who work for the Agency, but also to the efficiency and effectiveness of the police service as a whole: it is difficult for police forces and other policing bodies to plan for the future, both financially and logistically, if they do not know what is happening to the plethora of functions performed by the National Policing Improvement Agency, whether the cost of providing any of these functions will fall on them, and whether anyone is making the savings and efficiencies in respect of these functions which police forces are having to make themselves. In particular, it is difficult for forces to plan effectively for the savings required of them under the Spending Review in these circumstances. If it is the view of the Home Office that some of these functions should be ended altogether—or left as a matter for the police without any ongoing Home Office support—this should be made clear so that chief officers can consider their future approach. (Paragraph 48)
5. Spring 2012, when the National Policing Improvement Agency is due to be phased out, is little more than six months away. We are not persuaded that the Government can now meet this timetable and recommend that it delay the phasing out of the Agency until the end of 2012. It should issue a revised timetable containing not only an ultimate deadline for the phasing out of the Agency, but also interim deadlines for announcements on the future of specific groups of functions and their funding. These should be deadlines that the Home Office is sure—barring events outside its control—it can meet. The police service needs certainty about when decisions will be made. It may be better to take slightly longer and provide this certainty, than to aim for very tight deadlines and fail to meet them. (Paragraph 49)
6. Her Majesty's Inspectorate of Constabulary is one of the few relatively stable elements in the new landscape and at a time of change and upheaval it would be unwise to dilute its focus or burden it with functions unrelated to its purpose. There may be some elements of the National Policing Improvement Agency that could assist the work of the Inspectorate, but we doubt it. If the Home Secretary is considering moving any functions to the Inspectorate, we urge her to make clear proposals and to give us adequate time to consider any such ideas before she reaches a conclusion. We understand the enthusiasm to reduce the number of different bodies that are involved in policing issues, but we also think that it is extremely important for the role of the Inspectorate to be very clear, specific and undiluted at a time of major changes within the landscape of policing. (Paragraph 52)
7. Given the recent upheaval and uncertainty at the Metropolitan Police, following the resignation of the Commissioner, Paul Stephenson, and Assistant Commissioner

John Yates, we do not believe that it would be helpful, either for it or for the police service as a whole, for it to take on any additional national functions at this time. This does not necessarily apply with respect to other forces, although, given their smaller size, they would need to convince others that they have the necessary expertise and ability to take on a national role. (Paragraph 53)

8. We note also at this point that, from the little that is already known about the likely distribution of the National Policing Improvement Agency's functions, phasing it out is unlikely to lead to fewer bodies in the national policing landscape, as Ministers had hoped. In this sense, the landscape will not be more streamlined as a result of its closure. However, there remains a possibility that the landscape—and thus, more importantly, the police service itself—may operate more effectively once those functions have been redistributed. We explore this possibility further in the rest of the report. (Paragraph 54)
9. The Government's plan for the National Crime Agency contains welcome assurances about the future of the Child Exploitation and Online Protection Centre in the new landscape, particularly in relation to safeguarding its multi-partnership approach to tackling the sexual abuse of children. In the light of these assurances, and the fact that they reflect the principles set out by the Centre's current Chief Executive, we have fewer reservations about the plan for the Centre to become one of the commands within the new National Crime Agency. Some 78% of respondents to our policing poll regarded child protection as a high priority for the police, although we do not suggest that the poll was necessarily representative. Given the vital work that the Centre for Child Exploitation and Online Protection carries out, we will return to this matter once the Agency is operational to assure ourselves that there has been no diminution in the Centre's effectiveness, independence, or ability to work as a partner with child protection agencies and charities in the UK and more widely. If in the future we judged that there had been such a diminution, we would argue for the Centre becoming a stand-alone organisation to ensure that it is in the best possible position to carry out its crucial work. (Paragraph 71)
10. Given the concerns that some of our witnesses raised about the Serious Organised Crime Agency's relationships with local police forces and other law enforcement bodies—it has had to depend upon a coalition of the willing—the National Crime Agency's ability to task police forces and other relevant bodies is welcome in principle and in the long-term may result in the fight against organised crime becoming more effective. However, we still do not have sufficient detail about how this arrangement will work in practice, particularly in relation to Police and Crime Commissioners. We look forward to receiving more information before the publication of the Bill in spring 2012 and to commenting on a draft of the Strategic Policing Requirement. Ultimately, the success of the National Crime Agency will depend on all the bodies involved in the fight against organised crime building good relationships with each other. The Strategic Policing Requirement can contribute towards building those relationships, but it should not be regarded as a substitute for them, or a safety fix. The recent riots in England emphasise the need for the Strategic Policing Requirement to provide clarity and direction regarding the relationship between local and national policing: for example, the extent to which each force trains officers in public order and makes these available to deploy

elsewhere. We will revisit this again shortly in our inquiry into Policing large-scale disorder: lessons from the disturbances of August 2011. (Paragraph 76)

11. We welcome the publication of the Organised Crime Strategy, although it would have been more useful if it had been published before the plan for the National Crime Agency. Now that the strategy has been published, we look forward to further information about how the National Crime Agency will work towards achieving the aims of the strategy. In particular, in relation to raising awareness of the threat from, and methods used by, organised criminals, we would like to see plans for how the National Crime Agency will interact with the public and businesses as well as other law enforcement bodies. (Paragraph 80)
12. It is surprising that the plan the Government published on 8 June 2011, nearly a year after the original proposals for the National Crime Agency, does not contain any further information about which National Policing Improvement Agency functions can or will be taken on by the new Agency. (Paragraph 82)
13. Only those National Policing Improvement Agency functions that relate directly to the National Crime Agency's focus on improving the operational response to organised crime and improving border security should be transferred to the new Agency. The task ahead of the National Crime Agency is sufficiently daunting without its focus being diverted by additional functions only tangentially related to its purpose. Although we expect that only a small number of functions will be transferred, we are concerned about the gap in time between the scheduled phasing out of the National Policing Improvement Agency in spring 2012 and the setting up of the National Crime Agency, which is due to become fully operational by December 2013. This adds further weight to our call to the Government to delay the phasing out of the National Policing Improvement Agency. (Paragraph 85)
14. Although London is a prime target for terrorist attacks, the terrorist threat is a national problem and there would be advantages in placing responsibility for counter-terrorism in the National Crime Agency. We recognise, however, that there is a danger that this would divert resources and attention from the fight against organised crime, but this will be the case wherever counter-terrorism is placed, and a national agency may be better placed to make such judgments. We agree with the Government that responsibility for counter-terrorism should remain with the Metropolitan Police until after the Olympics, not least because the National Crime Agency will not be fully functional until the end of December 2013. However, we recommend that, after the Olympics, the Home Office consider making counter-terrorism a separate command of the National Crime Agency: there should be full co-operation and interaction between the different commands. Such a change would also allow for greater clarity in the leadership and accountability of the Metropolitan Police through the Mayor of London, since there would be less justification for involvement by the Home Secretary: for example, in appointing the Metropolitan Police Commissioner. (Paragraph 90)
15. We seek an assurance from the Home Office that the National Crime Agency will be subject to at least the same level of scrutiny as the Serious Organised Crime Agency. We ask it to provide details of which bodies will undertake this scrutiny. We also ask

it to supply, as soon as possible, a more detailed indication of the governance arrangements that will apply to the new agency so that we have time to consider these before the publication of the Bill. We expect that some elements of the National Crime Agency's work could not reasonably be subject to the Freedom of Information Act, but we ask the Government to ensure that as much of it as possible is subject to the Act. (Paragraph 94)

16. Not only will the new National Crime Agency have to prove itself more effective than the Serious Organised Crime Agency at tackling organised crime, the constraints of the Spending Review mean that it will have to do so with what will be in effect a smaller budget than that of its predecessor. Although the need to make savings offers the opportunity to find more cost-effective ways of working, the magnitude of this challenge should not be underestimated. Once the head of the new Agency is in place, and the Agency's remit and responsibilities have been laid out in more detail, a plan should be produced setting out where the necessary savings will be found. (Paragraph 97)
17. The National Crime Agency has the potential to be more effective than its predecessor at preventing organised crime, particularly in the light of its ability to task police forces and other law enforcement bodies. However, much of the detail of how the Agency will work in practice is still unpublished. The position of Head of the National Crime Agency should be regarded as one of the key policing jobs in the UK. The delay already experienced in appointing a permanent head is regrettable. We are disappointed that there was very little interest in the post when it was originally announced. We urge the Government to appoint a head of the National Crime Agency as a matter of urgency. The salary should be set at a level appropriate to attract senior Chief Constables of the highest calibre. When the Home Secretary presented the Government's plan for the National Crime Agency she referred to "a transition for a permanent individual to be established as the head of the National Crime Agency." We do not believe that it would be helpful to have one individual involved in setting up the Agency, with another individual then taking over as head. The individual who is appointed should be directly involved in setting up the new Agency and should go on to become its permanent head. We trust that once a permanent head has been appointed, they will stay in post for sufficient time to provide continuity and stability. Leadership in the police service suffers if people in senior positions are continually moving jobs. (Paragraph 100)
18. There is some support for a Professional Body for policing from within the service itself, but there does not appear to be a strong demand for such a body as yet. Peter Neyroud's proposals seem to have been strongly influenced by the need to adjust to the phasing out of the National Policing Improvement Agency and redefine the role of the Association of Chief Police Officers, rather than the need to professionalise the police service per se. This does not mean that a Professional Body could not ultimately become a useful part of the policing landscape, but it does mean that if the Government proceeds with these proposals, it will need to win hearts and minds and to convey coherently the nature and role of the new body. (Paragraph 106)
19. It is extremely unhelpful to talk of ACPO as being the head and the heart of the new Professional Body, or to use similar expressions. ACPO represents and involves

chief officers and the most senior managers in the police service, whereas a significant contribution is made by superintendents. The Police Superintendents' Association has for years made a valuable contribution to professional development and standards, as well as reflecting the practicalities of crime reduction work on the ground. The majority of police officers are represented by the Police Federation, which also makes an important contribution to training and development. All three elements of the police service, and all three bodies need to share and be engaged in developing a Professional Body. (Paragraph 116)

20. It is also unhelpful to suggest that the Professional Body could become inclusive in stages. If the Professional Body is to succeed, it must be inclusive from the outset. The police's basic Peelian mission to prevent crime and disorder should be at the centre of the Professional Body. The Professional Body has the potential to change the police service for the better, particularly with regard to training—a point to which we return later—but only if it is emphatically not, and not perceived to be, a repositioned ACPO. Individual police officers and members of staff, whatever their rank, need to believe that this is their body: not least because, as we discuss below, they would be contributing a substantial element of its running costs. (Paragraph 117)
21. The new Professional Body should not be a policy-setting body for policing. National policy should be set by the Home Office and guidance and standards issued by the Professional Body should be subordinate. In recognition of the fact that guidance and standards sometimes shade into policy, the Home Office will need to review what is developed and refer it to Ministers as necessary. (Paragraph 120)
22. There should be a Chief Constables' Council, separate from the Professional Body. Its purpose should purely be for Chief Constables to discuss operational matters. The Council should not be a policy-making body, any more than the Professional Body should be. In addition, the Council should not have its own operational capacity or functions, and should not conduct for-profit activities. (Paragraph 122)
23. A properly resourced and structured Professional Body could have the potential to improve police training, particularly if it encourages practical learning and places an onus on individuals continually to update their knowledge. The emphasis on specialist training and qualifications also harmonises well with Tom Winsor's proposals to reward those who do skilled jobs. However, it is not clear which of the functions currently provided by the National Policing Improvement Agency and listed in chapter 1 of this report will migrate to the Professional Body in the new landscape. We urge the Home Office to provide a list of exactly which functions will be transferred to the new Body. (Paragraph 128)
24. As far as we can tell from the current evidence, the funding proposals for the Professional Body seem viable. However, we reiterate that the fact that a substantial element of the running costs of the new body will be contributed by individual police officers and staff makes it all the more important that this truly is a body for everyone and not just for senior members of the police service. For that reason, it must neither be 'owned by', nor subsumed under or within ACPO. (Paragraph 129)

25. We are not convinced that there would need to be an Independent Scrutiny Board for the Professional Body. We believe that the role of scrutinising the Professional Body could be carried out by Her Majesty's Inspectorate of Constabulary. There should be a Police and Crime Commissioner on the Board of the new Professional Body in order to help connect local policing with the national policing landscape. We have already stated that we think that the Council of Chief Constables should be a separate body with a strictly operational focus. (Paragraph 132)
26. A Professional Body for policing that has Sir Robert Peel's mission of preventing crime and disorder at its core has the potential to become an effective part of the new landscape, but there are considerable obstacles to its success. The most important challenge will be winning the support of the rank and file of police officers and staff. We urge the Home Secretary to respond to Peter Neyroud's review, setting out whether she plans to pursue the idea of a Professional Body and, if so, explaining how she would go about the task of making it inclusive right from the start. We urge her to ensure that the Professional Body is separate from the Council of Chief Constables and is a new body with a focus entirely on professional standards and training. The role of the new Professional Body should not be confused by giving it functions or responsibilities which do not relate to professional standards simply because there are functions for which a home has to be found somewhere. A realistic timetable for setting up the Body is essential and given that it is unlikely to be fully functional before the phasing out of the National Policing Improvement Agency, the Home Office should specify what interim arrangements it will put in place for the functions it proposes to transfer from the Agency. If there is a decision to create a new Professional Body for policing, it would make sense for the development of this new body—which will involve consideration of the role and purpose of the police—to inform the development of the new landscape of policing more widely. (Paragraph 133)
27. IT across the police service as a whole is not fit for purpose, to the detriment of the police's ability to fulfil their basic mission of preventing crime and disorder. The Home Office must make revolutionising police IT a top priority. This is one area of policing where direction from the centre is not only desirable but vital in order to effect change. (Paragraph 138)
28. Not only is the current state of information and communications technology in the police service unsatisfactory, the National Policing Improvement Agency is being phased out and a successor must be found for many of the information and communications technology functions that it fulfils. This provides an additional urgency to the imperative for a new approach to police information and communications technology. However, in devising this new approach the Home Office must not neglect those few elements of the existing landscape that are working well. In particular, the Home Office must secure the future of IS IS and continue to support Project Athena. (Paragraph 143)
29. Both this and the previous Government have at times claimed that there is a convention whereby special advisers do not give evidence to Select Committees. However, special advisers have given evidence to Select Committees in the past. Considering the significant advice that Lord Wasserman has provided to the

Government, we believe that it was an error of judgment to prevent us from hearing from him about his proposals for the future of police IT: this is a vital element of the new landscape and he is a key figure in determining its future. (Paragraph 146)

30. We note again that Lord Wasserman has had a long and distinguished career in public service, but we note again that it would have been helpful if we could have spoken to him in person as part of our inquiry, given his central role in shaping the new police IT company. We give notice that we intend to invite Lord Wasserman to give evidence to us in the autumn on these issues and on recent developments. (Paragraph 153)
31. We seek clarity from the Home Office on which police force or forces it has in mind to take on responsibility for the existing IT systems provided directly by the National Policing Improvement Agency and an assurance that the force in question will be given the necessary resources to take on this task. In addition, we seek clarity on precisely which IT systems will become the responsibility of a local force and which will go directly to the new police IT body. We expect that Airwave will become the responsibility of the new police IT body, but we would like this confirmed. (Paragraph 155)
32. There is so little detail currently available about the police-led IT company that we find it difficult to reach a conclusion about its viability. There are advantages to creating a single body with the sole purpose of overseeing information and communications technology in the police service, provided that it has the right degree of commercial and technological expertise, a clear focus, clarity about resources, and a good relationship with the wider police service. However, it seems that a key reason for it being considered that a company is the best kind of body to perform this role is that it will not be subject to EU procurement rules. If the body is set up as a company, it is important that it is made subject to Freedom of Information legislation. The people setting up this body have a great deal of work to do in a short space of time, if it is to be up and running by spring 2012. We recommend that the Home Secretary update Parliament no later than December 2011, by means of an oral statement in the House of Commons, on the progress that is being made. (Paragraph 162)
33. The new IT body should make reducing procurement timescales a high priority. (Paragraph 165)
34. We see merit in Intellect's proposal that there should be a single national register of approved suppliers to be updated annually, so long as it is an alternative to separate pre-qualification processes rather than an additional requirement, and urge the Government to consider setting up such a list, covering both IT and non-IT suppliers to the police service. (Paragraph 166)
35. The new IT body should consider at an early stage what processes should be involved before deciding that awarding a major new contract is the best way of meeting the business aim in question. It should give particular consideration to how it will ensure that contracts that run over many years, such as Airwave, deliver value for money throughout this period. (Paragraph 167)

36. We agree that, although the money spent on procuring goods and services is a relatively small proportion of the overall police budget, it is still a substantial sum of money in itself. The proportion of the total savings required of police forces that can come from more efficient and effective procurement will necessarily be relatively modest, but, as we said in our previous report on Police Finances, even a modest contribution is better than none at all and will help reduce the savings that have to be found elsewhere. (Paragraph 171)
37. Compulsory national framework agreements will enable savings to be realised more quickly than a voluntary approach to collaboration on procurement. The Home Office should extend them to other categories of procurement, and in particular commodity items, as well as goods and services where interoperability is paramount. The Home Office should indicate in its response which categories it plans to make subject to such agreements next and when the relevant legislation is likely to be passed. However, national framework agreements are not suitable for all types of procurement and there may be instances in which local solutions are more suitable, either because they better meet the needs of local forces, or because they offer better value for money, or both. (Paragraph 179)
38. We recommend that the Protocol should be amended to specify that Police and Crime Commissioners and Chief Constables have an obligation to collaborate with other forces on procurement to deliver value for money for the police service overall. However, we emphasise that the protocol is being drawn up by the Home Office and by ACPO, which has a vested interest, and without the benefit of engagement by Police and Crime Commissioners, who cannot be involved until the first elections have taken place. As the expressed purpose of the Government is to provide local accountability in relation to the police in every part of the country, the protocol must be considered as provisional until further discussions have taken place following those elections. We urge Ministers to make it clear that this is their intention. (Paragraph 185)
39. Central Government does not have an encouraging record on achieving efficient and effective procurement. The National Policing Improvement Agency was beginning to make some progress in achieving savings from procurement and it is vital that this momentum is maintained when responsibility for non-IT police procurement is transferred to the Home Office. We note that the Home Office Procurement Centre of Excellence has achieved some successes over the short time it has existed and trust that it will now urgently build on these. This will involve building good relationships with local forces and, in due course, with Police and Crime Commissioners. The Home Office should publish yearly statements setting out the progress it is making in realising savings from non-IT police procurement. (Paragraph 186)
40. In taking on responsibility for non-IT police procurement, the Home Office should focus in particular on aligning the timings of contracts between forces and on standardising products, where this is possible and not to the detriment of local operational effectiveness. It should also take a holistic approach to procurement, focusing on demand management as well as price. Officials in the Home Office who have responsibility for non-IT police procurement should liaise regularly with their

colleagues in the new police-led IT company to ensure that there is a collective purpose across police procurement as a whole. (Paragraph 189)

41. Finally, it would be helpful if the Home Office specified precisely which categories of goods and services in the police service will be its responsibility, which will fall within the discretion of Police and Crime Commissioners, and which will be the responsibility of the new police-led IT company. In relation to communications in particular, there seems scope for some confusion at present. (Paragraph 190)
42. We commend Kent and Essex Police Forces and Authorities for their work in setting up collaborative agreements. We find it curious that there was not more interest in the project from the Home Office and the National Policing Improvement Agency, although the Agency itself was not formally established until April 2007 so was not in a position to provide assistance or advice in the early stages of the collaboration. At the very least we would have expected the Home Office to check regularly on how the project was progressing to ascertain whether there were lessons that could be learned for future collaborative projects between other forces. (Paragraph 196)
43. The example of Kent and Essex provides some evidence that collaboration between forces offers scope for modest, but clear, financial savings. As we have commented before, modest savings are better than none. Collaboration by itself will not enable forces to make all the savings being required of them, but it could contribute towards them. (Paragraph 197)
44. The operational benefits of collaboration, such as a greater critical mass and the sharing of best practice, are an equally powerful reason for encouraging collaboration between forces as the need to make savings. The example of Kent and Essex suggests that there is no cause for undue alarm about collaboration inappropriately undermining operational independence, although we note that this is just one example and the need to safeguard operational independence is certainly an important consideration to be borne in mind by other forces considering collaborative agreements. (Paragraph 200)
45. For collaboration between police forces to succeed, it must have the backing of police officers and staff, and of the public the forces serve. The key to addressing this challenge is communication. The senior officers and staff who are involved in setting up the collaboration must focus from the outset on communicating, both to more junior officers and staff and to people in the local community, the benefits that collaboration offers. The public must also be told with clarity where ultimate accountability lies. Some initial wariness is to be expected, but the example of Kent and Essex suggests this can be overcome. We would expect Police and Crime Commissioners to have a central role in ensuring this. (Paragraph 204)
46. We recommend that the Home Office review the legislative framework in which collaboration between police forces takes place with a view to ascertaining whether it could remove any obstacles that are making collaboration more difficult. In particular, we recommend that it consider whether legislation could be changed to make procurement on behalf of multiple forces more efficient. (Paragraph 207)

47. Police forces entering into collaborative agreements should be aware that differences in the financial histories and circumstances of both forces will need to be taken into consideration. The Home Office should explore whether it can offer any advice to forces on how to deal with this area, but ultimately, collaboration depends on a coalition of the willing and forces will have to be prepared to put these differences aside, as far as is possible, to achieve the benefits that collaboration offers. (Paragraph 208)
48. The fact that Police and Crime Commissioners will be directly elected by people in their local police force area does not necessarily mean that they will be any less willing to enter into collaborative agreements than Police Authorities. Indeed, it almost certainly means that any Police and Crime Commissioners who do enter into collaborative agreements will be particularly keen on conveying the benefits of the agreement to the public, which could be an advantage, and Police and Crime Commissioners may also have a greater incentive to make savings since the level of the police precept will be one of the most visible indicators of their performance to their electorate. However, it does change the landscape in which future collaborative agreements will take place. We welcome the fact that the draft Protocol specifies that Commissioners have a wider duty to enter into collaboration agreements that benefit their force area and deliver better value for money and enhanced policing capabilities. (Paragraph 213)
49. Collaboration between forces offers clear benefits, both financial and operational. The Home Office should be more active in encouraging and supporting forces to collaborate with one another—for example, by bringing Police and Crime Commissioners and Chief Officers together to discuss collaboration. Certainly without such intervention collaboration between police authorities and forces outside Kent and Essex has taken place in a piecemeal fashion and at a slow pace. (Paragraph 214)
50. Collaboration between police forces and the private sector was one element of our much larger inquiry into the new landscape of policing and we do not feel that we received enough evidence to comment in detail on the potential it offers. However, the evidence that we did receive convinces us that there needs to be further research in this area. We recommend that the Home Office either carries out this research itself, or commissions another body, such as Her Majesty's Inspectorate of Constabulary, to carry it out, to assess whether large-scale collaboration with the private sector offers forces the scope to make savings, whilst maintaining or enhancing operational effectiveness. The picture is far from clear at present. This is an emerging area and some research about the benefits and disadvantages would be helpful to forces who might be considering following Cleveland's example. The research should include consideration of the evidence from other countries. (Paragraph 225)
51. We do not rule out the possibility that in the future an increasing number of functions performed within a police force might be provided by the private sector, leaving warranted officers to focus on the functions which they alone can provide. However, we remain cautious about advocating such an approach, given the lack of evidence about the advantages and disadvantages of even the current level of

collaboration with the private sector. We cannot therefore currently recommend the relaxing of the constraints on collaboration, although we certainly recommend that the Home Office should consider these constraints, including legislative constraints, as part of its research. (Paragraph 232)

52. Ultimately, decisions about whether to embark on large-scale collaboration projects with the private sector will, and should, be taken locally. However, Government has a role to play too, in providing some initial research that enables forces to take informed decisions. Questions such as “will it make the force more operationally effective” and “will it deliver better value for money for the public” are the right ones to ask, but it should not be left to individual forces to provide all the answers. Both police forces and the private sector need more clarity about how this aspect of the landscape of policing is likely to develop in the future and it is for the Home Office to provide this clarity. (Paragraph 236)
53. We reiterate the point that we made in our report on Police and Crime Commissioners. Our sister Committee, the Justice Committee, found that authorities and agencies other than the police, and indeed outside the criminal justice system altogether, have the ability to reduce both the number of people entering the criminal justice system in the first place and the likelihood of reoffending. We therefore consider that it will be vital for each Police and Crime Commissioner to support and drive the work of Community Safety Partnerships. We are encouraged by the Government’s inclusion in the draft Protocol of a reference to Commissioner’s responsibility to bring together Community Safety Partnerships at the force level. (Paragraph 240)
54. Collaboration is a generic term for a wide variety of different partnerships. To take just one example, a police force looking to form a partnership to deliver back office functions such as finance could collaborate with another police force, with a local council or another public sector body, or with a private sector organisation. Different types of collaboration are not necessarily mutually exclusive: it would be possible, for example, for the same police force to collaborate with a neighbouring force on IT provision, and the local fire and rescue service on community safety. However, there does come a point when one type of collaboration makes another type more difficult. For example, Cleveland’s partnership with Steria would make it hard for Cleveland to collaborate with another force on, say, the provision of a joint serious and organised crime directorate. Decisions about which approach to adopt should be taken locally, but they are strategic decisions, with long-term impacts and the Government should provide assistance in the form of research and advice to enable forces to assess the various merits of the different approaches. (Paragraph 243)
55. We agree with Jan Berry, the former Reducing Bureaucracy in Policing Advocate, that reducing unnecessary bureaucracy is not simply about reducing paperwork, but about addressing the causes of that paperwork. We shall continue to monitor her recommendations to see what progress is made. We know that the Minister for Policing and Criminal Justice has met Jan Berry, and we urge the Home Secretary to do the same to discuss how the Home Office can take her work forward. (Paragraph 264)

56. We await the outcome of Sara Thornton's review of police guidance with interest. We regard the review as a positive step, but we re-emphasise Jan Berry's point that it is important to look at causes as well as symptoms. Reducing 600 pieces of guidance to 100 pieces of guidance is welcome but it must be accompanied by a recognition of what caused the proliferation of guidance in the first place. (Paragraph 266)
57. In responding to, and taking forward, Peter Neyroud's proposals for a new Professional Body for Policing, the Government should consider the Body's potential to foster the kind of culture that is needed to reduce unnecessary bureaucracy: a culture in which there is continuing professional development and officers are confident about making their own decisions where appropriate. (Paragraph 269)
58. One of the most important aspects of reducing bureaucracy in the police service will be integrated IT, not just across the police service itself, but across the whole criminal justice system. The new police-led IT company needs to make this a priority. (Paragraph 270)
59. The impact that Police and Crime Commissioners have on bureaucracy is likely to depend heavily on the individuals who are chosen to fill these roles. To encourage all Police and Crime Commissioners to realise the importance of bearing down on unnecessary bureaucracy, we recommend that the Protocol should specify that Commissioners should have regard to the need to keep bureaucracy to a proportionate level when making decisions about their local forces. (Paragraph 272)
60. Overall, it seems likely that the new landscape will contain more bodies than the current landscape: for example, although the National Policing Improvement Agency is to be abolished, a Professional Body for policing and a police-led IT company seem likely to be created. On the other hand, it is possible that the changes will lead to a more logical and better functioning police landscape and ultimately make the police more successful at achieving their basic mission of reducing crime and disorder. In the end, it is our view that this is what the Home Secretary should be held to account for, not the number of bodies in the policing landscape. However, the scale of the change is unprecedented and the scope for mistakes accordingly large. We have reservations about the timetable for these changes, particularly regarding the transfer of functions from the National Policing Improvement Agency and the setting up of the National Crime Agency. (Paragraph 273)
61. There is a great deal to achieve in a very short space of time. In its response to our report, we urge the Government to provide a realistic, revised timetable for the phasing out of the National Policing Improvement Agency, which we recommend should not happen before the end of 2012, the setting up of a fully functioning National Crime Agency, the setting up of a new Professional Body, and the setting up of the police-led IT company. This timetable should be broken down into key stages, with specific dates. We will then keep track of the progress against this timetable. We also urge the Home Secretary as a matter of urgency to propose where each function of each of the existing bodies should land under the new arrangements. Clarity is becoming extremely urgent and in some cases it would be better for Ministers to make a proposal—even if that leads to discussion and debate—rather

than to delay further. We would be happy to contribute to that process and would applaud Ministers if they are willing to lead an open process—even if that then leads to second thoughts—rather than to delay any longer. (Paragraph 274)

62. The changes are certainly the most far-reaching that have been proposed to the police service since the 1960s and are among the most significant that have been proposed since Sir Robert Peel laid the foundations for modern policing nearly 200 years ago. The Government aims to reduce intervention from the centre in policing in the long term, but this will require more clarity from the centre in the short term. Change on this scale requires clear and strong leadership from the Home Office—of which effective communication is a key part—if it is to succeed. There will be a need to keep the development of the Government's proposals under review, and we plan to return to this important subject before the next election. (Paragraph 278)
63. Finally, we welcome the fact that a great deal of consensus does continue to exist in regard to the role of the police, even when there is controversy about specific policies and structural changes. We concur with the words of both the Home Secretary and the Minister for Policing and Criminal Justice, who at different times, were asked to indicate their view about the purpose of the police. Both of them quoted the words of Sir Robert Peel when the first police force was established in London in 1829 that the basic mission for which the police exist is to prevent crime and disorder. This, and the rest of the nine principles set out by Sir Robert Peel, remain key principles today and should continue to command the support of Ministers, parliamentarians and the public, as well as the police themselves. (Paragraph 279)

Formal Minutes

Thursday 15 September 2011

Members present:

Rt Hon Keith Vaz, in the Chair

Mr Martin Caton
Mr Hywel Francis
Mr Bill Wiggin

Mrs Betty Williams
Mr Roger Williams

Draft Report (*New Landscape of Policing*), proposed by the Chair, brought up and read.

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

Paragraphs 1 to 279 read and agreed to.

Annex and Summary agreed to.

A Paper was appended to the Report as Appendix 1.

Resolved, That the Report be the First Report of the Committee to the House.

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

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

Written evidence was ordered to be reported to the House for printing with the Report (in addition to that ordered to be reported for publishing on [dates]).

[If the Committee is reporting written evidence for printing or publication which has not been previously so reported]

Written evidence was ordered to be reported to the House for printing with the Report (in addition to that ordered to be reported for publishing on [dates]).

[If unreported written evidence is to be placed in the Library and Archives:]

Written evidence was ordered to be reported to the House for placing in the Library and Parliamentary Archives.

[Adjourned till Tuesday 8 January at 4.00 pm]

Witnesses

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Jan Berry , former Reducing Bureaucracy in Policing Advocate	Ev8

Tuesday 10 May 2011

Sir Hugh Orde , President, Association of Chief Police Officers, and Mick Creedon , Chief Constable of Derbyshire	Ev14
Sir Ian Andrews , Chair, Serious Organised Crime Agency, and Mr Trevor Pearce , Interim Director General, Serious Organised Crime Agency	Ev24

Tuesday 17 May 2011

Dr David Horne , Director of Resources, National Policing Improvement Agency	Ev32
Terry Skinner , Chair of the Justice and Emergency Services Communication Association Group, Intellect, UK trade association for the IT, telecoms and electronics industries, and Tracy Lee , Head of Emergency Services, Steria	Ev36
Bill Crothers , Group Commercial Director, Home Office Procurement Centre of Excellence, Ian Forster , Commercial Director, Home Office Financial and Commercial Directorate and Procurement Centre of Excellence, and Nigel Smith , Former Chief Executive of the Office of Government Commerce	Ev41

Tuesday 24 May 2011

Sir Dennis O'Conner , Her Majesty's Chief Inspector of Constabulary	Ev47
Nick Gargan , Chief Executive, National Policing Improvement Agency	Ev54

Tuesday 14 June 2011

Tom Winsor , Author of the <i>Independent Review of Police Officer and Staff Remuneration and Conditions</i>	Ev58
Paul McKeever , Chairman, Police Federation	Ev64

Tuesday 21 June 2011

Ann Barnes, Chair, Kent Police Authority, **Anthony Jackson**, Chair, Essex Police Authority, **Assistant Chief Constable Gary Beautridge**, Kent and Essex Serious Crime Directorate, **Andy Barker**, Joint Director of ICT for Kent and Essex Police, and **Candace Bloomfield-Howe**, Head of Procurement for Kent and Essex Police Ev70

Inspector Damian O'Reilly, Greater Manchester Police and **Superintendent Howard Stone**, Thames Valley Police Ev77

Tuesday 28 June 2011

Paul Stephenson, Commissioner of the Metropolitan Police, and **Ailsa Beaton**, Director of Information, Metropolitan Police Ev81

Derek Barnett, President of the Police Superintendents' Association Ev90

Nick Herbert, Minister for Policing and Criminal Justice, and **Stephen Webb**, Director of Crime, Finance and Performance Ev93

Tuesday 12 July 2011

Sara Thornton, Chief Constable of Thames Valley Police, Police Best Practice, and **Lord Blair**, Former Metropolitan Police Commissioner Ev102

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9	LGC Forensics	Ev136
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11	Avon and Somerset Constabulary	Ev141
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17	Association of Police Authorities' (APA)	Ev160
18	National Policing Improvement Agency (NPIA)	Ev164; 168
19	Association of Chief Police Officers	Ev169
20	Mrs Jan Berry – Former Reducing Bureaucracy in Policing Advocate	Ev173
21	Local Government Association (LGA)	Ev176
22	Her Majesty's Inspectorate of Constabulary (HMIC)	Ev179
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24	Serious Organised Crime Agency (SOCA)	Ev183;185
25	Kent and Essex Police Authorities	Ev187; 188
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29	Business Services Association	Ev w3
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32	Police National Legal Database (PNLD)	Ev w9
33	Universities Police Science Institute	Ev w11
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35	Forensic Science Service	Ev w17
36	ADS	Ev w18
37	Clinks	Ev w21
38	European Secure Vehicle Alliance	Ev w24
39	Richard Davis	Ev w25
40	Research in Motion (RIM)	Ev w26
41	Mrs Jennifer Roden	Ev w27
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48	South Wales against Wrongful Conviction	Ev w36
49	Ian Liddell-Grainger MP	Ev w38
50	West Yorkshire Police	Ev w39

List of Reports from the Committee during the current Parliament

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

Session 2010–12

First Report	Immigration Cap	HC 361
Second Report	Policing: Police and Crime Commissioners	HC 511
Third Report	Firearms Control	HC 447
Fourth Report	The work of the UK Border Agency	HC 587
Fifth Report	Police use of Tasers	HC 646
Sixth Report	Police Finances	HC 695
Seventh Report	Student Visas	HC 773
Eighth Report	Forced marriage	HC 880
Ninth Report	The work of the UK Border Agency (November 2010-March 2011)	HC 929
Tenth Report	Implications for the Justice and Home Affairs area of the accession of Turkey to the European Union	HC 789
Eleventh Report	Student Visas – follow up	HC 1445
Twelfth Report	Home Office – Work of the Permanent Secretary	HC 928
Thirteenth Report	Unauthorised tapping into or hacking of mobile communications	HC 907

Oral evidence

Taken before the Home Affairs Committee on Tuesday 26 April 2011

Members present:

Keith Vaz (Chair)

Dr Julian Huppert
Alun Michael
Bridget Phillipson

Mark Reckless
Mr David Winnick

Examination of Witness

Witness: **Peter Neyroud**, author of *Review of Police Leadership and Training*, gave evidence.

Chair: The Committee will now begin its major inquiry into the new landscape of policing and our first witness is Peter Neyroud. Mr Neyroud, welcome to the Committee and you are, in fact, our first star witness at the start of our major inquiry into the new landscape of policing.

Peter Neyroud: Thank you for that.

Q1 Chair: We can't think of anyone better to begin our inquiry with. Do you feel rather let down by the Government, bearing in mind that you have headed the NPIA, in your view and the view of your colleagues quite successfully, and there it is about to be abolished and replaced by—well, we don't know what else it is to be replaced by.

Peter Neyroud: That is an interesting first question. It was a difficult year last year. I put a lot of personal effort into creating the agency and I think at the time when we started to create it, it was the right model to have a single national support. It certainly brought a whole range of things together for the first time.

The evidence of looking at other major new public bodies that are created is that three years, which was effectively as long as I got in order to get it to the point of it being judged, was frankly not long enough. I have been here on a number of previous occasions describing the mess that I had to clear up.

Chair: Indeed.

Peter Neyroud: I think the judgment was premature, and the fact that we are still at the point where we don't know what the successor bodies are going to be looking like I think is problematic. It was one of the reasons why, fairly early on last year, I decided to step out because I needed my voice to be heard in the debate. The reason why, essentially, I ended up doing the review of leadership was making those points.

Q2 Chair: Indeed. So you took a decision to come out of the NPIA because you were concerned that it was to be abolished, you felt there should have been more time to let the organisation succeed, and your worry is that there are bits of the NPIA, while of course accepting the Government can make decisions as they see fit, that don't fit anywhere on what I regard as the right-hand side of the page?

Peter Neyroud: Yes.

Q3 Chair: We know what is on the left-hand side of the page, it is the existing organisations, but your concern is that you don't know where all the bits are going to go?

Peter Neyroud: Yes. I think one of the critical things for me last year was thinking about the staff working in the organisation who still don't know what their future is. Whatever we think about the agency as an organisation, 400 staff are already gone and I am sure by the end of the process there will be more. You can have an argument about whether there were too many—that is a bigger picture argument—but from my experience most of the people who joined the agency joined it because they wanted to serve the public and deliver better policing. I am disappointed that they find themselves where they are.

Q4 Chair: Let's move on then to what you think is perhaps a solution to this, or at least partly a solution, which is the professionalisation of the police. Having served in the police for, what, 30 years, are you telling this Committee that at the moment the police are not professional?

Peter Neyroud: It is a slightly different argument. It is worth tracking back, because it relates to the debate you have just been touching on about the agency and its role. I think the agency has been successful in many respects, but it has not been entirely successful in getting clear and crisp commissioning—it may relate to some points you want to raise with me later on—of things like doctrine and guidance and the overall framework of professional knowledge. The service has been professionalising for all the 30 years I have been in it, in many cases responding to things that went wrong—things like the Yorkshire Ripper investigation and the miscarriages of justice that came to light in the late 1980s, early 1990s. There has been a great deal of work to make the service, for example, much better at investigating crime, much better at dealing with particular specialist functions, but, to be frank, none of those have been pulled together as a clear, single, professional body of knowledge yet.

Q5 Chair: This is what you hope to do with your new proposals?

Peter Neyroud: Yes, and the other part of it, which I know there has been a lot of debate around, is encouraging individual police officers to take more

ownership of their practice and develop the profession and to be able to exhibit more discretion in the way that they carry out their duties, which I think is something that is qualitatively different now from when I joined.

Q6 Chair: Under your proposals ACPO will disappear, but would it not reappear under what you are proposing in that the new organisation will have the authority to issue guidance on policy, which is something that perhaps police officers should not be doing? The policy should be left, should it not, to the Ministers and the politicians and the new Police Commissioners?

Peter Neyroud: Let's be careful about making a distinction between policy, which I think is entirely properly the province of Ministers and political structures, and the guidance about the day-to-day practice that police officers do. I think there is a difference between the two. For example, if we take the police use of firearms, there is a distinction between the overall policy about how the police service in England and Wales approaches the issue of use of lethal force, which is properly the province of political debate and properly the province of these two Houses, and the detailed practice about how you train police officers, how they will physically carry out their duty. There is a distinction between those two, and a professional body can properly operate in the second sphere and can properly influence the first.

Q7 Mark Reckless: As we saw with the Saunders and Tucker cases, isn't it clear that quite a lot of what ACPO decided to take on as this technical professional guidance was in the wider sphere, particularly post-incident conferencing and whether officers should speak with each other about what happened prior to giving a formal version?

Peter Neyroud: It is interesting, because I was the ACPO lead on police use of firearms at the time that guidance was developed, and in contrast to previous development of practice I was very careful to make sure that it went out on the internet and was openly consulted on with a number of NGOs, including Liberty and a number of the other legal NGOs, in contrast to previous practice that had not been as transparent. I think the professional body can, as I described in the review, be extremely transparent about the way it does that. I agree with you to some extent—there is always going to be a join between the detailed practice and training and the overall policy—but it seems to me that that is better done by an open and transparent process.

Q8 Mark Reckless: I should declare an interest as a member of the Kent Police Authority. In particular I am a lead member for legal services, and I had to look very carefully at this and, frankly, did not find the ACPO contribution or the six different types of guidance at all helpful. We had a policy in Kent and, in my view, that was what was followed and I was very happy about this; but the chief constable was jumping through hoops to describe the policy as somehow being consistent with various types of—internally inconsistent in my view—ACPO guidance.

On the key issue of whether police officers should talk to each other before giving a version of what happened, surely that is something where the democratic oversight, whether it is Parliament, the police authority or the new commissioners, should decide, rather than that just being decided by police officers potentially advised by NGOs? Surely it is a democratic requirement.

Peter Neyroud: I think you will find if Parliament wants to get into the detail of every single jot and tittle of things of that nature, you are going to be a damn sight busier in this House. Those principles were based on the legal principles that will already be enunciated in law. They were very carefully consulted on, as I say, with the NGOs.

Q9 Mark Reckless: But were found to be unlawful, surely, in the guidance.

Peter Neyroud: That is interesting because at the time, back in 2000, they were subject to a stated case—*R v. Bass*—and were held, in a series of legal cases, to be okay. The law changed and judges' interpretation of the dangers and risks in those changed. That is where you need to have a professional body and a public debate about how you need to respond to different circumstances and changed circumstances.

Q10 Chair: Do you think that this is just a revamped ACPO?

Peter Neyroud: No, absolutely not and I have been very clear in the report to ensure that it isn't just a revamped ACPO. I think there are some pretty well rehearsed flaws in the current organisation, not the least of which was creating the organisation as a company limited by guarantee operating in public space—that was a serious flaw. I have been very careful to try and set out an organisation that encompasses the whole of the profession. I think that is, again, a deep flaw in the current process.

Q11 Mark Reckless: I found the executive summary quite obfuscatory but I have read the whole report and, frankly, there is a huge amount of stuff about where ACPO—sorry, the revamped ACPO—is going to be taking on new powers, and things that are currently tripartite are going to be just this professional body in future. I wonder if you could point me to where in this report the sections are on the various powers that ACPO will be giving up—the revamped ACPO, pardon me.

Peter Neyroud: It is not a revamped ACPO, and what I have tried to describe in the report is not something that is a kind of reconstitution of what is currently there, but we looked at a whole series of professional bodies across public life and sought to construct a professional body for policing that would pick up the best of those, rather than try and take the existing pot pourri and reconstitute it in some way, so we didn't try and do that.

Q12 Mark Reckless: But the Home Secretary asked you to reposition ACPO as a professional standards and training body. When she said "reposition", I understood that you would be moving to that model and giving up these other things that you have been

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doing without the sanction of this House that you picked up over all these years, but I cannot find in this report anywhere where you explain what powers you are giving up.

Peter Neyroud: What other things did you have in mind, Mr Reckless?

Q13 Mark Reckless: You have these 13 working practice areas. It doesn't strike me that a professional body has 13 different areas deciding how every organisation should structure its work in the way ACPO does. You are considering giving up a few meetings but I just—

Peter Neyroud: Quite a few meetings.

Q14 Mark Reckless: We have all this material about what you are taking on but where in this do you describe what ACPO is giving up as it becomes this new body?

Q15 Chair: As well as that, you can put into the pot the fact that I think the Committee was unaware that ACPO was responsible for undercover agents until very recently. I don't think that was sanctioned by Parliament.

Peter Neyroud: I think it was quite a surprise to everyone in that sense.

Q16 Chair: Was it a surprise to you?

Peter Neyroud: No, I knew that ACPO had taken on the public order side of things and that that implicitly implied that.

Q17 Chair: Anyway, if you can respond quickly to Mr Reckless we can move on.

Peter Neyroud: Yes, essentially there is already agreement—

Chair: Basically the charge that he is making is that you are not giving up; this is ACPO reinvented rather than something new.

Peter Neyroud: It is not me that is giving it up because I am no longer a member of the association, and I sought to be as independent as possible in doing this piece of work. What I have described in the report is a set of functions that are quite different from ACPO. They are quite different. The structure is quite different.

Q18 Mark Reckless: What are you giving up?

Peter Neyroud: It is not a question about giving functions up. What I tried to describe is the functions that a professional body needed to perform. They are quite, quite different to the current functions of ACPO.

Q19 Mark Reckless: But shouldn't you also be describing current functions that ACPO performs that the professional body will no longer perform?

Peter Neyroud: That would be a very, very much longer report and it is quite long as it stands.

Chair: Thank you for that.

Q20 Mr Winnick: The concern of the public is not so much new frameworks, new organisations or replacements but how far the police are able to

investigate major crimes. You mentioned in passing all the mistakes connected with Sutcliffe. If he had been caught before 1981, I think that was a year after you joined the police service so you were hardly involved in the investigations—

Peter Neyroud: No, I wasn't.

Mr Winnick:—lives would have been saved. Do you accept that is first and foremost the duty and responsibility of the police?

Peter Neyroud: Yes.

Q21 Mr Winnick: How far will all your recommendations help in avoiding the appalling mistakes, not only in the Sutcliffe case, of course, but other cases and miscarriages of justice?

Peter Neyroud: There are several pieces of this that I think will contribute in the long term, and indeed in the short term, the first of which is to place a greater onus on individuals to be continuously professionally developed through their career. That has been one of the flaws, and there has been a tendency to have long periods between training when practice should have changed. Secondly, there is a strong thread running through this about ensuring the quality of specialist training, and including detectives. Thirdly, there is a stronger thread about senior managers: because a large part of the problems with the Ripper inquiry was also about senior managers who didn't properly supervise and didn't understand how to make the investigation work, there is a substantial amount of emphasis on ensuring better qualifications at those key levels.

The other piece is also making sure that there is a continued focus and emphasis on developing evidence-based practice, looking back and making sure that lessons are learnt and research is properly done, which again would have helped and will continue to help us ensure that we don't end up with another one of those awful types of inquiry.

Q22 Mr Winnick: Our next witness is Jan Berry—obviously you will know her very well arising from your duties. The purpose of her evidence will be to tell us how reducing bureaucracy in the police force is working or will work. But, you see, your suggested professional body will have an executive board, a management board, a council of chief constables, a delivery body and, moreover, an independent scrutiny board, which no doubt will be useful. It does seem that on one hand we are being told the need to reduce bureaucracy and the rest of it, how that impedes the day-to-day work of the police force, and yet what you are suggesting will lead to quite a number of new bodies with all the necessity to have secretariats and meetings and conferences to co-ordinate and the rest. It is a contradiction, isn't it, to reducing bureaucracy?

Peter Neyroud: No, it isn't, because by creating a single professional body, for a start you are creating a single body that can make the decisions about how the profession is developed. There is, at the moment, what can best be described as a very complex relationship between the NPIA, ACPO, the APA, the Home Office and others. The result of that is a plethora of meetings and, Mr Reckless, if there is one thing that is going to disappear in these recommendations is a shedload of meetings. There are

far more meetings going on as a result of that because you have a multiplicity of bodies. You also have a process of commissioning that ends up with a huge amount of duplication as well, which is another part of the process.

The recommendations in the report also focus very much on some of the things that do generate bureaucracy, which Jan has certainly raised in her report, in particular, for example, the competency framework and PDRs and simplifying those, which have been a huge part of the day-to-day bureaucracy that definitely affects police officers.

I understand the point about the bodies I have sought to recommend creating at the centre, but what I was seeking to do with those bodies is to create a transparent and accountable body that will operate in a very, very different way to the current structure, which I don't think you or I would regard as being transparent or accountable.

Q23 Mr Winnick: One of the things that I have heard repeatedly said, particularly by politicians, is, "If only the police could get on with their job and not be involved in all this paperwork and the rest of it." Is there any substance to this criticism, which to some extent has almost become a cliché? Isn't paperwork absolutely essential in those instances if the police are challenged in court and in other places?

Peter Neyroud: Yes. If you are going to take cases through the criminal justice system you are going to have paperwork. The question is whether we are making the right decisions about putting people into that system in the first place, or whether officers should be exercising more street discretion in a way that the Chairman has already mentioned. Thirty years ago, we certainly used a lot more street discretion to resolve issues on the street and made a short note in our pocket book. That has palpably changed, largely, I think, thanks to the fact that everybody now wants to record everything in order to get their points to make their prizes. I think that has been one of the biggest generators of paperwork.

Chair: You are very generous. I thought you were going to say it is largely because politicians have passed more and more Acts of Parliament making you do more.

Q24 Mark Reckless: In terms of financing of the new body, I note on page 55 of your report a potential new income stream, where you say the advantage of retaining retired members is that they can play their part in supporting international training in policing in a way that supports the standards of the professional body. Presumably that would also bring in some income to the professional body rather, I assume, than the retired individuals.

Peter Neyroud: Yes. We looked again across a range of professional bodies across the public sphere and that is quite common and quite beneficial, not least of which it provides the potential for a more flexible workforce, where people who have decided to cease their full career but retain their qualifications can be brought back when there is a particular need for more of that particular skill.

Q25 Mark Reckless: Can I confirm in terms of next year, despite the request from the Home Secretary for savings, are you asking for the same amount of money, except you are going to take on funding as one non-exec from the Home Secretary?

Peter Neyroud: If the body is—

Q26 Chair: Just to be clear, what funding is now given by the Home Office?

Peter Neyroud: Well, if you take the overall envelope of funding for the activities described in this report, it is around about £20 million.

Q27 Chair: So you want the same amount of money?

Peter Neyroud: No, no, the way that the funding is described over time has moved to a position where it is split. Firstly I have taken—

Chair: Just tell us some figures, so £20 million—

Peter Neyroud: Right, so £20 million down to £15 million because we are accepting—

Q28 Chair: Down to £15 million next year?

Peter Neyroud: No, £15 million over the four years of the CSR.

Chair: So a £5 million saving over four years?

Peter Neyroud: A £5 million saving in the total funding.

Q29 Chair: That £5 million, in answer to Mr Reckless' question, comes from where?

Peter Neyroud: No, the difference is that funding that is proposed over time shifts towards: income from individuals paying a subscription to a professional body, which is about a third of the funding; income from either a levy or payment for services; and some remaining grant. So roughly split a third, a third, a third.

Chair: So £20 million down to £5 million?

Peter Neyroud: The grant funding, yes, exactly.

Chair: And then eventually down to £5 million. A third, a third, a third is what?

Peter Neyroud: The national grant funding coming down to about a third, so about £5 million over the CSR is what we are proposing.

Mark Reckless: What cut do you propose—

Q30 Chair: Sorry, Mr Reckless, I am a bit confused here. At the moment you get £20 million?

Peter Neyroud: At the moment it is national grant funding to the functions of the NPIA.

Chair: That is £20 million?

Peter Neyroud: Around about £20 million.

Q31 Chair: In four years time you see that reducing by £5 million, you said?

Peter Neyroud: The total envelope reducing by £5 million.

Q32 Chair: So you still expect £15 million from the taxpayer?

Peter Neyroud: No. No, the £15 million would be made up in a very different way. The split is roughly a third, a third, a third.

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Q33 Chair: So grant monies then will be down to £5 million in four years?

Peter Neyroud: National grant money will be down to about £5 million.

Chair: In four years?

Peter Neyroud: In four years.

Alun Michael: So it is a tax on police officers.

Q34 Chair: Is the difference going to be made up by police officers paying this amount of money?

Peter Neyroud: Some will be made up by subscription.

Q35 Chair: What services are you going to charge for?

Peter Neyroud: You charge for registration for practice and for continuous professional development materials.

Q36 Chair: What about the rest of the third?

Peter Neyroud: The rest of the third from either income or from an agreed levy for delivery of services from local—

Q37 Chair: So at the moment you don't know?

Peter Neyroud: Again, there are decisions that I can't make for people about which services they want at the time.

Q38 Chair: No, I understand, but if you are writing this comprehensive report and you have spent a year doing it—

Peter Neyroud: No, I spent less than four months.

Chair: Well, four months doing it, surely people will want to know where all the money is coming from if we are going to save money at the end.

Peter Neyroud: Chairman, that is reasonably well set out.

Chair: Mr Reckless, you have read the report.

Q39 Mark Reckless: Yes, and on page 63 you say it is the role of the Home Secretary to promote the efficiency and effectiveness of the police service; therefore she should have the right to have a non-executive director on the board. I thought it was the job of the police authority, and in the new landscape the elected commissioners, to ensure that forces were efficient and effective?

Peter Neyroud: No, there are still two responsibilities under the Police Act for efficiency and effectiveness: one is the local responsibility for the force and the other is the Home Secretary's for the overall promotion of efficiency and effectiveness nationally. They are both still there.

Q40 Mark Reckless: The Home Secretary has said she wants to see a rebalancing of the tripartite to increase the importance of the democratic and local role and she said that she wants the PCCs involved in the governance of this new professional body, yet you say that there should be a Home Secretary representative on the board but you have had a chat with the chief constables and they don't want to have the PCCs on the board.

Peter Neyroud: No, because I made a distinction in the report between the national responsibilities that the professional body is exercising and the local responsibilities for an accountability of the PCC. My argument is that those two should be kept distinct, but that the PCC should chair the scrutiny board that makes sure that the body is doing the job that it was set up to do.

Chair: Thank you. We will return to this shortly.

Q41 Dr Huppert: Can I just ask about various aspect of the NPIA and how they will fit in? One aspect is clearly to do with training, and I will come back to that in a second, but there is a range of other things that the NPIA does. I went to their offices in Wyboston last week, which was extremely interesting and I am grateful to all of the people who set that up. There is a whole lot that is about what I might call serious crime. What I hadn't fully realised until that trip was that serious and organised crime did not include serious crime—that disorganised murders, rape, serial killings and so forth do not fall within the purview of SOCA, and as it is currently written would not fall within the purview of the National Crime Agency. The description there talks about organised crime, national tasking, organised criminals and border policing, but it doesn't talk about serious crimes. There is a whole range of things, as we know, that sit within NPIA. Where do you think they can go? What future is there for them? What future is there for the national injuries database, for the covert support team, for all of those different functions?

Peter Neyroud: Yes. Well, I propose that they sit with the professional body as support functions. Essentially, if you look at the diagram I have proposed on the body, there is a core that is about professional practice and it moves out towards things like providing support—what you have seen was serious operational support, but not operational support in the sense of people doing the operation but providing expert support. I put that within the professional body because one of the things that is critical about that is that the people that are doing that at the same time provide assistance and support on the development of practice. So I couldn't see how those could be disaggregated effectively from the professional body.

Q42 Dr Huppert: So you would be comfortable that all of those things would sit in a professional body and that that would work comfortably? You will know better than I all the different segments that go into NPIA.

Peter Neyroud: Yes. We had a debate through the review with a range of parties in policing about whether there should be a separate delivery body, but to be quite honest—and it is back to Mr Winnick's question—the more you looked at it the more that just generated another set of meetings and another body and another set of accountabilities. In the final report, I came down on the side that the professional body should have those type of functions within it and it should be held accountable for their delivery.

Q43 Dr Huppert: Then—just focusing down on training, if I may—you are talking about a model that

uses further and higher education providers. Would that take over all police training? How would it compare to the training that is done now where a lot of it is done locally?

Peter Neyroud: If you take the big blocks of training, I am recommending in the report that higher education takes over the bulk of the delivery of student officer training, which is a direction of travel that has already been well advanced by many forces; and that it takes over a substantial amount of the responsibility for management leadership training, particularly junior managers and senior managers, but with elements like the command training being very much delivered still by the service in combination with higher education.

Q44 Dr Huppert: Somebody wishing to join the police in Cambridge, say, where would they go? Where would they study? Would there be necessarily a higher education provider in every force area that would do the training?

Peter Neyroud: Well, the model I have recommended to forces is the model I think looks the simplest model for forces to run and the clearest model is one where forces enter into an agreement with a higher education institution and ask the HE institution to deliver a set number of places against their planning in a year, and then it becomes a clear partnership. There are quite a number of such partnerships around the country already with forces.

Q45 Bridget Phillipson: Just on that point, I would be interested to know how we can protect existing good practice when it comes to the training of probationary police officers. For example, I used to manage a women's refuge in the north-east; probationary police officers would often spend a full day or two with us. That was very valuable, both for the organisation I worked for but clearly for the new police officers. How do we ensure that that kind of local good practice is protected under the new arrangements?

Peter Neyroud: I think in some ways it may be easier to do that within the mechanism that is proposed because the bulk of the qualification in these proposals is acquired before attestation. I looked at examples from across the world, both in the States and Australia, where moves in this direction have been made and an awful lot of the type of almost internships—that is the word of the moment I think. Opportunities for getting learning are embedded into the university or HE-based courses that are preparing people for the service. I think you need those as early as possible, and training needs to be seen as externalised as possible and not simply sat within a police college.

Q46 Alun Michael: Can I just get one thing about the accountability? You have talked about the way you are going to change the financial arrangements, which means that, as I understand it, the individual professional is going to have to make a contribution, which is a form of taxation in itself, but they don't get any representation. You only have chief constables plus one from the Home Secretary on the board. Is that right?

Peter Neyroud: No, no, no, no, they do get representation.

Q47 Alun Michael: On the board?

Peter Neyroud: I didn't describe the entirety of the board in detail but I would certainly expect there to be constable representatives on that board, not just chief constables.

Q48 Alun Michael: And superintendent representatives?

Peter Neyroud: And superintendent representatives.

Q49 Alun Michael: Sorry, I should have said—Chairman, you didn't ask us to declare interests when we started this part of the meeting—my son is the chief executive of the North Wales Police Authority. The issue of professionalism, you have made it very clear what you see as the advantages of the body that makes it comprehensive and coherent, but it does seem, in the way you have described it, very reactive. How do you relate the professionalism to the purpose?

Peter Neyroud: Right, and if that is the way it has come across in how I have described it, that is certainly not the way I have sought to describe it in this paper at all. If you are working in that direction, then the fact that the professional body would spend a lot more time focusing on the values of the profession and the way the profession can make a real difference, and in particular around describing the types of things, the types of areas that should be properly researched and commissioning that properly within universities, which is something that does not happen now, seems to me to be an incredibly important part of trying to develop the profession in a way that policing can better deliver for the public.

Q50 Alun Michael: What attention have you paid to the justice reinvestment report that was published by the Justice Select Committee?

Peter Neyroud: The whole business about how reinvestment is made and how rehabilitation is taken forward?

Q51 Alun Michael: One of the key elements of that report, which is a theme that runs through it, is that you need to be absolutely clear about the purpose of the police and of the criminal justice system as a whole. How would that relate to the professional body?

Peter Neyroud: It is interesting because in the seminars and events that I have been running on the review, it was the very first thing that people said—that the first job of the professional body is to be much clearer about the outcome and purpose and the way in which police can make a real difference.

Q52 Alun Michael: Are you clear about that?

Peter Neyroud: I am pretty clear about it because—

Q53 Alun Michael: In what way?

Peter Neyroud: Well, I am clear about it because I think the thing that the professional body will do that will be different is focus on the evidence about the way the police can really make a difference.

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Q54 Alun Michael: Can you sum it up?

Peter Neyroud: If you carry out focused policing against the problems that really matter to the public, you can have a huge positive benefit.

Q55 Alun Michael: Yes, to what purpose?

Peter Neyroud: To the purpose of reducing crime and making people safer.

Q56 Alun Michael: That is absolutely the point, and the key element of the justice reinvestment report was that, first, an awful lot of the resources that are essential to achieving that are outside the criminal system or outside the police system.

Peter Neyroud: Agreed.

Q57 Alun Michael: The Police Minister has been very clear about taking us back to the key purposes set out by Sir Robert Peel of reducing crime.

Peter Neyroud: Yes.

Q58 Alun Michael: It doesn't seem to come out of the way that you have framed your report. There is an awful lot of stuff, an awful lot of detail.

Peter Neyroud: Yes, I was asked to deal with a lot of detail.

Q59 Alun Michael: A lot of woolliness, I would suggest.

Peter Neyroud: Okay, I am not sure I quite accept woolliness, but I wasn't asked to describe the purpose of the police in the report. I was asked to try and find a way for the police to be able to be more purposive.

Q60 Alun Michael: But isn't that why we end up with people moving away from a clarity of purpose—that it is not constantly restated and people are not constantly reminded? Isn't it, as with other professions like medicine, very important that it is right at the heart of professionalism?

Peter Neyroud: I agree with that. Again, in trying to describe the type of professionalism that I think should be in place, a proper set of values and ethics that will necessarily encompass what the purposes of the police service are, yes, definitely.

Q61 Chair: So you would say this is something that you would expect the Government to commission?

Peter Neyroud: I think it is the first—

Q62 Chair: Absolutely the most important? Before any other reports are written about the new landscape of policing, it is essential to know what the purpose is?

Peter Neyroud: Yes. I think the purpose of policing is always going to be complicated, but yes.

Q63 Alun Michael: There is one other thing: would all existing police officers come under the aegis of this body in terms of their professionalism and professional development?

Peter Neyroud: Yes, and I would be surprised if they didn't want to be so as well. What I have proposed is that there is a proper set of transitional arrangements to bring them in, but yes.

Q64 Bridget Phillipson: Do you think there is a danger in trying to change police learning and development at the same time that we are seeing such big changes across the board with the introduction of elected Police Commissioners and with the changes to the National Crime Agency?

Peter Neyroud: It is a hell of a lot of change, which is implicit in the question.

Q65 Chair: More than you have ever seen in your 30 years?

Peter Neyroud: I think it is the largest. What the Government said in its White Paper that it was a 50-year change and it certainly is in those terms. I am not sure, but I think a lot of people in the profession would argue that change has been necessary but the number of different things being applied at the same time is certainly challenging.

I don't think you can do the other changes to the National Crime Agency—well, maybe you could do the National Crime Agency without some of the others, but I don't think you could do each of these changes without making the others, because as you change the democratic accountability, it seems to me you also need to change the professional accountability and make it clearer what that relationship is.

Q66 Bridget Phillipson: You have previously said that other fundamental reform that took place in the 1960s onwards took a decade to work through, yet with these changes you are talking about 2010 to 2014. Do you think that is realistic?

Peter Neyroud: The difference is the pace of life in the 1960s—I can just about remember it. The pace of life in the 1960s in every sense was different and the pace of life these days is moving so much more quickly. I don't think a 10-year cycle is capable of being done.

Q67 Bridget Phillipson: Have people changed such that they can respond to change more quickly than they could in the 1960s?

Peter Neyroud: I certainly think the service is a lot more used to absorbing change than it was then, and forces are going through massive changes because of the financial change anyway. I think the idea of a single body that should clarify some of the professional demands will help that.

Q68 Bridget Phillipson: Have the Government told you when they intend to respond to your review?

Peter Neyroud: There is a formal 90-day consultation out at the moment, which finishes on 28 June, and my anticipation is that the response will come fairly soon after that.

Q69 Mark Reckless: In your report you say you want the Home Secretary to appoint someone to the board, and you describe on page 64 the sort of person it has to be and how you want them to behave, but you tell me that you have to have this distinction between the local and the national, so you do not want the PCCs involved. Can I therefore assume that any of the standards and the guidance that is put forward

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by this professional body won't apply to the local policing?

Peter Neyroud: No, no, not at all, and I have also commented in the report that I would expect the PCCs to be involved in some of the detailed development of those standards. You talked about the 13 business areas, but as that work develops I would expect the PCCs to be heavily involved in things like the development of the leadership work and so on, because it most definitely will affect local police forces.

Q70 Mark Reckless: You describe that as something akin to a scrutiny committee, perhaps a bit like the Police and Crime Panel. I wonder though about how these standards and guidance are promulgated. I think it is at page 66 or 67 that you set out, very fairly, that some of these standards will relate to causing harm to citizens, using force and interference with liberty, and on some of those, therefore, you do say—quite properly, I think—you need a democratic decision; but on page 67 you say, “This raises the question of who decides whether an area of practice requires the higher degree of public scrutiny”. Your answer is the principal responsibility will lie with the executive board of the professional body. Don't you think that may be unacceptable to elected politicians?

Peter Neyroud: Yes, I understand the point. I would expect there to be a very clear set of agreements and understandings openly set out between the professional body, the Home Secretary, and indeed I would expect a substantial amount—I think I pointed this out—of scrutiny of the professional body from this Committee, which seems to me to be entirely proper, and I would expect you to ask the questions in the same way you are asking me now.

Q71 Mark Reckless: Mr Neyroud, very fairly, you do pick up on what we have said on the operational independence for the individual arrest and investigation and you do refer to the operational responsibility and the discussion of where the powers lie in the broader policy areas, and I do welcome that. I just wonder though, in terms of policy that is going to be generally applicable through a standard or a guidance, wouldn't it be appropriate for the Home Secretary where national or the elected commissioners where local to basically sign off on that? In many of the areas they will recognise it is technical and will be happy not to take the lead, but shouldn't the decision of whether that has to be applied really be one for people who are democratically accountable?

Peter Neyroud: We are talking about the big ones. I think I have indicated that that should be the case. If we are talking about how the police carry out their duties on public order and on firearms, I think that is most definitely the case. Going back to Mr Winnick's point about bureaucracy, if you start getting into the details of how the police carry out a particular investigation of a volume crime in those terms then I think we are going to get into very bureaucratic territory. I was trying to establish that balance.

Chair: Thank you very much. We have gone on slightly longer than anticipated because of our interest in your report. Please don't feel because we have questioned you in the way we have that we are at all ungrateful for the work that you have done. We are extremely grateful to you for coming here today. It may well be that we will write to you with further questions as we slot in the various bits of the jigsaw that are necessary for the new landscape of policing, but we are extremely grateful. Thank you very much.

Examination of Witness

Witness: **Jan Berry**, former Reducing Bureaucracy in Policing Advocate, gave evidence.

Chair: Could I call to the dais Jan Berry. Ms Berry, my apologies first of all for keeping you waiting.

Jan Berry: No problem.

Q72 Chair: As you can see, the Committee is fascinated by this inquiry, which is launched today, and we are also extremely interested to hear from you, simply because the issue of reducing bureaucracy is on the lips of, I think you will probably find, every Home Secretary you have dealt with. Certainly the last two before the current Home Secretary also came to the Dispatch Box and said they were going to cut bureaucracy. Then you came along with your report into reduction of bureaucracy and your 42 recommendations are, for the Committee anyway, extremely important. We will be monitoring what the Government does about Jan Berry's 42 recommendations, and indeed we have already asked the Home Secretary to comment on how she has done in respect to meeting it.

If you were to give the Government marks out of 10, or even a grade A to D, what would those be in terms of your 42 recommendations?

Jan Berry: That is an extraordinarily difficult question to answer, because I think that politicians, civil servants, have some difficulty in really understanding what is causing the bureaucracy. Inevitably whenever there is a discussion around bureaucracy, it gets to talk about the pieces of paper rather than what is creating those pieces of paper and the structures, the systems and the processes. It is very easy to get into stock forms, missing person inquiries and things like that, rather than look at what is sitting behind that.

I suppose when I first started doing the role and started looking at it in some depth, I was very keen to find the top 10 processes that police officers undertake that really drives the bureaucracy, if you like, but, of course, I found very quickly that they were just a symptom of bureaucracy rather than the cause. If you sit a group of police officers down, it doesn't matter where you are in the country, they will tell you the same things. They will tell you it is about crime recording, it is about incident recording, it is about missing person inquiries, it is about domestic violence. Somebody here said, quite rightly, this morning we do need to record these things. There

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does need to be a record kept, not just to aid your inquiries but also as far as a transparent audit trail is concerned. The key is how much is written down and how much of that information is then transferable, used again and accessible to other people. For me that is the key to what successfully reducing bureaucracy will be in the fullness of time.

Q73 Chair: Indeed. You are avoiding giving the Government some grades, but I am very keen that you should.

Jan Berry: I do not think any of the politicians fully understood what was causing the bureaucracy. I don't think civil servants fully understood and I don't think the police service does. It is an accumulation of everybody's involvement and who I feel really sorry for is that poor constable on the beat who not only has their own bureaucracy, their own risk aversion to cope with, but they have everybody else's up the line of command as well.

Q74 Chair: If we take that poor police constable and the 42 recommendations that you have put forward and the Government's response, which is not as specific as the recommendations you have made, if we implement those 42 recommendations, will it mean that the police constable will have more time on the beat, which is what I assume the public want to see? At the end of the day there is no point in accepting all your 42 recommendations if the police officers are still not getting out more.

Jan Berry: Absolutely. You should see more police officers on the streets; you should see police officers and experienced police officers who are skilled and take responsibility for making proportionate decisions; you should see members of the public who are dealt with better; you should see a more proportionate response to dealing with crime. At the moment—going back to some of the things that Mr Neyroud was talking about earlier—the default position is the inquiry that follows every incident that has gone wrong in the past then becomes a default position for every inquiry that follows after that. It becomes a tick in the box. I would like to see police officers confident in their ability, but held accountable for the decisions they take in a proportionate way.

Q75 Chair: Now that you are no longer part of the Government structure, given that there is going to be a substantial reduction in police officers—your former organisation, the Police Federation, have put the figure at 20,000—will these recommendations mean that for less money we will get better service from the police?

Jan Berry: I believe so. I think there is about a third added on at every level through policing. Unfortunately, if you save 15 minutes on one document, half an hour on another, you streamline this process and you take a part of another process out, the only way that you can accrue the benefit of that financially is by removing people from the process. You might save a little bit of time here, there and everywhere, but when you add all of that up, the only way you benefit from that financially is removing or reducing your headcount and restructuring your organisation and your systems and processes within it.

You do need to reduce the headcount to make some of those financial benefits.

Q76 Alun Michael: It sounds as if what you are saying is that we are guilty—all of us in effect—of always fighting the last war; or, to put it another way, always looking forward on the basis of what went wrong last, whether it was a complaint or a systems failure. Is that at the heart of what you are saying?

Jan Berry: Absolutely. If I go back to the very early days of my policing career and look at some inquiries that took place then and the recommendations that came out of those inquiries, and then look at very similar inquiries today, the recommendations are not a million miles apart. What I have not seen so much in policing is the intention to improve things on a continuous basis, which I think is some of what Mr Neyroud was talking about earlier.

The biggest cultural shift that policing needs to take place is so that you go into your daily work every day thinking, "I want to do my best, but I want to learn how to do it better." That mindset and that cultural shift are so important to policing. I think a lot of police officers want to get through the day. They don't go out to do a bad job, but they don't necessarily have that learning culture within them.

Q77 Alun Michael: I have a lot of sympathy, having dealt with complaints against the police when I was Minister, with the Independent Police Complaints Commission's suggestion that an emphasis on service improvement, rather than always going to the complaint, might help. Bit is it not important at the same time to learn from mistakes?

Jan Berry: Absolutely.

Q78 Alun Michael: How do you make sure you don't throw the baby out with the bath water?

Jan Berry: It is about getting the right balance, and I think what has happened in the past when an inquiry report has been published—when the IPCC have published a report—no force then wants to fall foul of the recommendations, so they take it all on and you then get this big spreadsheet to check that everybody has done everything. Mr Reckless was making that point earlier. If you look at the serious crime area, every force has to fill in a document with about 1,000 different questions to demonstrate they are complying with all the standards. I don't think that is proportionate to the risks that those forces are facing. Not every force has the same level of risk, so some proportionality needs to be applied in that case as well.

Q79 Alun Michael: I think it comes back to the question I was asking Mr Neyroud as well: isn't it important that we are clear about purpose and that the purpose is absolutely explicit? Do you think the failure to be clear about that and to be clear that we are looking at the same purposes, which by and large we tend to be when you explore it, gets in the way of making progress? You have said that progress is slow. Is that because it is a fundamental and not just systems that you are trying to change?

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Jan Berry: Absolutely. I think it is very difficult to tell what success looks like. It is very easy for people to say it is reduction of crime. There will be arguments every time the crime stats come out about how accurate they are and what the accounting rules are, but what gets counted gets done. I go and talk to chief constables and they tell me they don't count arrests any more, they don't do this, they don't do that. I go and talk to the front line and they are still being judged on how many arrests, how many tickets they are giving out and things like that, because they are very countable things.

I do think clarity of purpose is really important, but I think clarity of purpose across the whole criminal justice system is very important. You have the Crown Prosecution Service, the police, the courts, probation and people who we think are all doing the same thing, but they are actually not. It can be counter-productive at times, so we all need to have a common purpose for the criminal justice system and policing.

Q80 Mr Winnick: How far, Ms Berry, would you say that bureaucracy has impeded the day-to-day operation of the police service acting in the way which one would expect: competently and dealing effectively with crime?

Jan Berry: I think the performance framework encouraged people to arrest people too soon, and I think it encouraged people to pay more attention to the recording than they did to the investigation and the outcome, so, a considerable amount.

Q81 Mr Winnick: You list in written evidence examples of processes that are regarded as being excessively bureaucratic and give us an example of domestic violence interventions. What do you mean precisely by that?

Jan Berry: Domestic violence is a hugely sensitive subject and I understand that, but I would expect police officers to go into a domestic violence situation to establish if any crimes have been committed, to be very sensitive to the requirements of that particular investigation, but also to try and resolve it, either through their own initiatives or by working in partnership with other people as well. What it becomes is a paper-filling exercise as opposed to trying to resolve the problems.

There was a piece of work undertaken by one force, in Cheshire in fact, in a very small part of Cheshire, where they looked at all the calls coming into that area. They didn't just take the normal command and control calls, they listened to answerphone calls, they shadowed police officers, and they looked at two things. Number one was how many of those calls for assistance were necessary. They came to an assessment that up to 41% of those calls were not necessary: either they were not the job of the police or it was because the police hadn't got it right first time and they were having to go back and deal with it on a second or third or fourth occasion. That was one part of it. The other part of the exercise in Cheshire was to take a call in and to try and resolve that problem, not working outside the law but trying to resolve the problem using different agencies and using common sense. They found, first, that the police

officers responded to it brilliantly but, secondly, that they were able to resolve things much quicker by adopting that approach.

I think, number one, look at your failure rate and why you are not getting things right first time, and start cutting that down—maybe sometimes the police not trying to deal with everything. Number two, listen to what calls for assistance from the public are. That is what the police service tend to do. If you phone up and say, "My car has been stolen," we go straight into taking details down. We don't necessarily listen so well to what you are asking us to do, and this is what Cheshire have tried to do. They have tried to respond much better to what the public are asking them to do, rather than our systems.

Q82 Mr Winnick: But on domestic violence—certainly it is a subject we should all take very seriously, as I am sure you do and the Committee does, and one hopes the Government, whichever Government happens to hold office—if I can just make this point to you, the criticism that we have heard is not that there has been too much bureaucracy, too much paperwork and the rest. It is that the police have not taken seriously enough the allegations that are made and in some instances, indeed very recently, it has led to the person's death as a result of murder.

Jan Berry: That is not right, obviously, in that situation. I am sorry, I am not saying that your allegation is not right. That is a really sad situation and should not happen. Inevitably there will be mistakes made, but my fear is that with things like missing persons and with sensitive cases such as domestic violence, more attention is being given to the form filling than it is to how much resource needs to be given to resolving this case and the sensitivities that the case dictates. I think sometimes when you give police officers long lists of things to tick in and fill up, they are more minded to deal with that than they are with how they are going to resolve or how they are going to provide the level of support that may be necessary in that domestic violence case.

Q83 Bridget Phillipson: I appreciate there is a balance to strike between form-filling and the purpose of that form-filling, but the unfortunate reality is that often when the police responded to domestic violence callouts, they simply were not asking the right questions. It has only been through the use of, yes, a blunt instrument in a kind of a tick-box that is before them that they necessarily ask the right questions or identify risk factors. In identifying those risk factors, they can identify the most vulnerable victims, who can then be offered the specialist support and put through the MARAC process. Without that tick-box, you are talking about generalist police officers who do not necessarily have the expertise to identify it without perhaps an aide-memoire.

Jan Berry: No, I understand that, but you just cannot have an aide-memoire without giving them some form of support and assistance in understanding why they are asking those questions. I think some of my problem with some of the training and development of officers has been that they are asking questions

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without any idea of why they are asking them, and that again doesn't aid the purpose.

Q84 Bridget Phillipson: I would accept that. There have to be big changes—

Jan Berry: I cut my teeth on domestic violence and child abuse cases in my very early years. I am very aware of the need to take these cases seriously and to be able to identify those cases that are going to get bigger.

Q85 Mark Reckless: Ms Berry, have you seen any progress in terms of reducing these tick-box lists of bureaucratic form-filling, for example in the area of domestic violence?

Jan Berry: Not at the moment, no.

Q86 Mark Reckless: Why is that, do you think?

Jan Berry: I think in patches, in some police forces, they are improving it but across the board I can't say that they are, because I think they are very reliant on national policy and the national policy is all-inclusive. So I don't see any reduction necessarily.

Q87 Mark Reckless: How would you like the Government or the police service to involve you in ensuring that your recommendations for reducing bureaucracy are carried through?

Jan Berry: I am no longer a contractor to the Home Office. I had a two-year contract that finished in November so I have no responsibility for that as well. When I started the role, as I said earlier, I became very aware that this is not just about trying to find the top 10 processes, make them a national process and then you have solved it, and I suppose I was trying to write my own resignation speech from pretty early on. I do think that there needs to be a very focused discussion between Government and the police service about what is national and who is going to be held responsible for what in this new landscape.

I am not going to get into the politics of what policing should be doing and what the Government, what democracy should be doing, but there does need to be a debate about what is national and what is local. Then, I do think that the new Police and Crime Commissioners and the new National Crime Agency will have responsibilities in certain areas, but they need to be made explicit. At the moment they are not explicit and the relationships between them are not explicit at the moment.

Q88 Mark Reckless: Ms Berry, I am disappointed to hear that you don't want to get involved in those discussions because I think we would benefit from your voice. Certainly through my membership of the Kent Police Authority and from what I have heard from the federation, I know that you have made a very valuable contribution. Do you think that the role of the Police and Crime Commissioners, so you have some local direction, could perhaps allow a repositioning of the structure, so that forces are much more reporting up to that individual, without the necessity of all this bureaucratic accountability to other bodies, be they national or local?

Jan Berry: There is the potential that that could happen, but you have to make sure that in your structure you don't put in additional bureaucracies. I fear at the moment there is a potential for additional bureaucracy, depending on the personalities of the individuals who take on this role and are elected locally; but there is a potential for them to provide real clarity about what they will be judging their local police on.

Q89 Mark Reckless: Do you have any response to Mr Neyroud's report, in particular his bringing in the wider ranks and his view that ACPO should nonetheless remain the head and heart of the new organisation?

Jan Berry: I personally believe in a policing institution and I personally believe in a professional body, but I think that you have to incorporate the whole of the police service in that. If it is seen as ACPO leading it and ACPO directing it, then I think that is not the strongest unit for sharing good practice and experience, and I think the point that Mr Michael made earlier makes that point. It needs to incorporate support staff; it needs to incorporate constables, sergeants, inspectors and the superintending ranks as well.

Q90 Bridget Phillipson: With the Police and Crime Commissioners and the National Crime Agency being added, you have talked about the confusion that could arise there. How do you think that can best be avoided?

Jan Berry: I would have liked to have seen a bit more detail in the Bill that provided some requirement for the Police and Crime Commissioners to have some shared responsibility across borders. Crime and policing does not happen within lines that we draw on a map, so I would like to have seen that. I have not seen as much detail as I would like to see on the National Crime Agency and what the intention of that might be—I think one of you was asking questions about serious crime earlier on. My experience is that international crime that happens in our area was dealt with or is being dealt with reasonably well. Local crime is increasingly being dealt with well, but there is that crime that goes across borders, the crime that in some respects is faceless, that has not been dealt with so well, because who is responsible for investigating some of that crime? I think that is some of the clarity needed. I would like to see some clarity around joint responsibilities for some things for the commissioners, but likewise a bit more detail of what the intention for the National Crime Agency will be.

Q91 Bridget Phillipson: With the creation of the professional body that we have been talking about, do you think that will encourage a climate that you want to see in terms of reducing bureaucracy? Will it help or hinder the reduction?

Jan Berry: We might need to change the words "reducing bureaucracy". I would like to see far more effort being given to officers developing their skills and using their experience over the years. I don't think that has been encouraged as much as it could have been. When you look at the training that was given to

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young sergeants and young inspectors, with the responsibilities that they held, it was very poor at times, and they really had to beg for training. That is so important and it should be part of their toolbox of policing.

Q92 Bridget Phillipson: You mentioned earlier that you also used to deal with child abuse cases and I think the analogy can also be drawn with the tick-box approach that social workers often feel that they have to use that they feel restricts the use of their professional judgment. I think that analogy could perhaps work very well with the police that, yes, you have the tick-box approach to develop that knowledge and understanding, but when the tick-box becomes the end in itself then clearly it is not serving its purpose.

Jan Berry: It is about balance, isn't it? You do need to have experience. The very foundation of policing is about community safety, it is about understanding you are dealing with different types of problems and how you can resolve those problems. You don't need to write *War and Peace* on something that is very simple to solve, but on some occasions, when it is a really serious and very detailed offence, you do need to have copious notes and records about that, and it is about having that confidence that you have the balance right. At the moment we are still doing too much paperwork because of the risk aversion that affects, if we are honest, absolutely every single one of us.

Q93 Dr Huppert: Can I move on to some of the issues to do with bureaucracy and more specifically with IT and how the IT systems work? My own experience from spending a night out with the police in Cambridge was that there were a number of problems with the IT system. It took well over an hour to transfer a movie file of an event from a head-mounted camera on to the computer. You say in your written evidence that the key to reducing unnecessary bureaucracy is the ability to transfer the case files electronically across the criminal justice system. I think we could certainly take it that integrated IT is an absolutely key system for the police to work more efficiently. How far away is the prospect of an integrated IT system that might work quite well? What can be done to make sure that we do get there, and who should do it?

Jan Berry: We would be starting from where we are now, I suppose, at the outset. Some forces can already do it; some forces have their own systems that they have built up themselves, which they then have got compatible with their local prosecution services and also with the courts. There are very few who can. Some forces are looking at putting work together with the rest of their criminal justice partners on a local level and doing it. The Crown Prosecution Service already has a system but, of course, it is a system that was developed for their needs of cases, not necessarily for how police would deal with case files.

My personal view is that it has to be mandated from the centre and I think that we will still be arguing about it in five or 10 years time if it is not. I think there should be one system, particularly for criminal justice, where files are electronically moved, you go

into custody, the custody system is national, you go through custody, the case file system is national, it gets transferred into the Crown Prosecution Service, that is already national, and it gets transferred into the court system.

Q94 Dr Huppert: You think this should be mandated nationally, by which you mean the Home Secretary requiring this?

Jan Berry: Yes. She already has the power to do that. She has the power to mandate it if it is in the interests of the efficiency of the police service and she could easily do that now. The difficulty is there is no sanction applied to not doing it. There will be some forces who are considerably further ahead in the IT stakes than other forces are, so some forces would have to stand still to allow the other forces to catch up. It is a real patchwork out there. Some of it is linked. In your own area, it is not too bad, and you have a new chief constable who is really interested in technology. In Kent, for example, they already have the ability to move case files straight into the Crown Prosecution Service, but in other forces that is still a big aspiration.

Q95 Chair: There you have given us two examples of good practice where you have seen individual forces, as you say, moving ahead. Do you think that the way of sharing this good practice is the best possible way at the moment, or can it be improved? We have seen examples, for example, the Committee went to Staffordshire three years ago and we saw a reduction in forms. I wrote to the Home Secretary and said, "This is brilliant, everyone should do this," but three years later nothing has happened. How do we get this good practice moving?

Jan Berry: The difficulty is forces are not all at the same place; many of the things that you saw in Staffordshire other forces had already done, so when your report came out, they would say, "We've already done this, it doesn't apply to us." Of course, people get very competitive and insular as well so they don't like to think another force is doing a little bit better than them. But there is some really good work going on with criminal justice partnerships in Warwickshire, where a lot of the administration is done under one roof. Northumbria is trying to get something going between the police, the CPS and the courts so that the administration is shared. At a time when budgets are very tight there are some real opportunities to make some advances at this moment in time, but it does need personalities who are willing to be very inventive and creative, and transparent I suppose, with their budgets, so that you can get that value for money part of it.

Q96 Chair: Ms Berry, I and others, I am sure, were very surprised when, having completed your contract, you were not immediately offered a new contract to continue to monitor your own 42 recommendations. Were you surprised that this work then passed back into the police bureaucracy, if you like—given to a board that we have no idea of who sits on it, although we know it is chaired by Chris Sims? I have raised this a number of times with the Home Secretary,

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asking why you were not allowed to continue monitoring the work that you had started. Were you ever given an explanation of why this has disappeared back into the ether of police bureaucracy?

Jan Berry: I was appointed by the previous Government, and I think that was probably part of the reason.

Q97 Chair: You were no fan of the previous Government, were you?

Jan Berry: I like to be even-handed, Chair. I like to also think I am constructive with what I have done as well. I never received any formal response from any party, the Government or anybody, on any of the reports. I think part of that was there was an expectation that I was going to come in, find these 10 processes, cut the paperwork, everybody would then go back and say, "We have done it," and move on. But that is not what bureaucracy is about. And, I suppose, I tried to be true to my professionalism as an ex-cop—I tried to be true to trying to deal with the causes of bureaucracy. I was very mindful that I was preceded by two Chief HMIs, Sir David O'Dowd and

Sir Ronnie Flanagan. If you go back over Sir David's report and you go back over Sir Ronnie Flanagan's report, and mine, I tried to rewrite some of it, but it is no different to what Sir David O'Dowd was saying 10 years ago.

My advice to Government has been, and would still be, you have to address the causes of unnecessary bureaucracy, and that is in the structures that we have, it is in the systems that we have and it is in the processes that we have. I know it is not up for debate, but I don't think our current policing structure is fit for purpose. All the time we are carrying on with this structure, these problems are going to continue to flourish, unfortunately.

Chair: The loss to the Government is the gain to the Select Committee. We will be writing to you and calling you before us on a number of occasions in the future, I am sure, and certainly we will keep these 42 recommendations within our sights.

Jan Berry: I will be delighted to come back.

Chair: Thank you very much. Ms Berry, thank you for coming in.

Tuesday 10 May 2011

Members present:

Keith Vaz (Chair)

Dr Julian Huppert
Steve McCabe
Alun Michael

Mark Reckless
Mr David Winnick

Examination of Witnesses

Witnesses: **Sir Hugh Orde**, President, ACPO, and **Mick Creedon**, Chief Constable of Derbyshire, gave evidence.

Q98 Chair: Can I call the Committee to order and ask everyone present to mention to the Committee any specific declarations of interest they have, other than whatever is in the Register of Member's Interests? Mr Michael?

Alun Michael: I suppose we are on policing, so I should declare that my son is the chief executive of the North Wales Police Authority.

Chair: Thank you. Mr Reckless? Are you a member of the Kent Policy Authority?

Mark Reckless: Yes, but I ceased being councillor about now, so I may or may not still be a member. I am coming off about this time.

Q99 Chair: It is something we will have to inquire into. This is a further evidence session. This is an inquiry into the new landscape of policing. I welcome to the dais Sir Hugh Orde and Mr Creedon. Welcome. Thank you for coming today. Sir Hugh, we see a letter in *The Times* from you today signed with the President of the Police Superintendents' Association and the Chairman of the Police Federation of England and Wales; you seem a bit cross at some of the coverage you have been getting. What prompted this letter?

Sir Hugh Orde: Not cross, Chairman, at all. Just keen to, I think, put the balance into the public domain for a sensible debate. I was at a conference only very recently where the Policing Minister spoke. It was the one where he suggested some chief constables are slightly noisy. That was followed by Nick Gargan, who suggested—inaccurately—that some federated members may have travelled in a slightly luxurious way, and then I followed those two speakers.

It was an interesting conference, Chairman, but what struck me from the federated members in the room was this deep sense that they were not being clearly understood by the reporting in the press, and they were very proud of what they did and they are very proud of the people they represented, and they were asking me, quite rightly, "What are you doing, Sir Hugh, to reflect that balance?" Actually we are very successful, most of the time. We fully accept the need for transparency; we fully accept the fact we make mistakes, but we do not sense there is any real balance in some of the reporting currently. The point we were simply trying to make was that we understand the need to learn from some of the experiences currently discussed, but let us be clear, morale will remain reasonably high despite these changes, and we will continue to strive to do effective service and reduce crime.

Q100 Chair: If you believe in full transparency, why did *The Times* have to put in a request under the Freedom of Information Act in order to reveal information that 300 police officers have been disciplined for sexual offences in the past five years, and that a total of 231 misconduct hearings had taken place for this and other offences, and that 160 officers are dismissed from the police service on an annual basis. Surely, if you agree that there ought to be transparency, there is a need not to conduct these hearings in private, and when people ask for information, it should be given. This is a very large number of police officers who are involved in what appear to be criminal and disciplinary matters.

Sir Hugh Orde: Out of a force of 140,000, I think what it shows is zero tolerance for misbehaviour. I speak as an ex-Chief, and I am sure Mick may want to make some comments as a currently operational Chief, but many of those disciplinary cases were brought to my attention by officers who would not tolerate misbehaviour by their colleagues, to maintain the standards they are very proud of. I am sure Mr Reckless, with his experience of the Police Authority, will probably have some similar stories to tell. They don't accept misbehaviour or low standards.

It could have been written in a very different way. It could have been a very positive story about the willingness of chief officers to dismiss people. The acquittal rate, I think, was about 2%. That is far lower, I think, than any Crown Court in the land. It shows a very hard edge and an intolerance, in my judgment.

In terms of FOI, I don't think the journalist needs to use FOI. If he picked up the phone to call me in my previous job, I would have happily given him those figures. Most of these figures are published in the annual reports of Police Authority anyway. They are a matter of public record. I suspect it was a tactic. It is a good first line, "I have acquired this through FOI." Frankly, what it does to the police service is overwhelm them with huge demands for information, much of which is actually lazy journalists not bothering to do research themselves, which costs money and takes people off frontline policing. Mr Creedon may wish to comment as an operational chief.

Mick Creedon: I would agree, and I think the important point to yesterday's story was exactly what Hugh said. There is a zero tolerance. Certainly my own force we have had a number of occasions of complaints from the public and from officers that behaviour is inappropriate, and it has not met the

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criminal standard. The issue of whether hearings are held in public or private is a separate one and the IPCC will have a view on that. The article, I think, was fine, and I think the FOI, I assume, is a means by which the journalist will be able to get full coverage. To do the alternative, to ring round and have a point of contact, is pretty complicated.

Q101 Chair: But in future you are going to make this information readily available, are you?

Mick Creedon: It has not been requested along these lines. It depends what the request would look like. I mean, again, these are not crucial hearings.

Q102 Chair: If this Committee wrote to you and asked if this person could have—

Mick Creedon: I would have no problem at all in releasing information about people dealt with in my force for misconduct. The Police Authority will have a panel that looks at misconduct alongside my own force. Every force will be the same. We have no problem giving the details of who has been dealt with and whatever the punishments are.

Q103 Chair: Turning to the new proposals that Peter Neyroud has just published, and he gave evidence to the Committee last week, are you satisfied with these proposals? When you took over ACPO, Sir Hugh, I think people thought this was a fresh start, a new broom and someone with undoubted leadership skills that was going to save ACPO, but ACPO is going to go. Is this a matter of regret?

Sir Hugh Orde: I am not sure it is an issue of saving ACPO or not, but the question is: what is the best national structure to co-ordinate national policing that is an improvement on what we currently have, which is frankly a band of volunteers drawn up over time? This was a point made, because we have had this conversation before, by Lord Hurd many years ago to this very Committee.

Peter has been tasked, as you know, by the Home Secretary. He has written a report. We are broadly supportive of his findings, but we have a 90-day consultation period so the Home Secretary gets all the views before we have a serious look at what we can implement and what we can't.

In terms of a chartered institute, I am personally in favour of that. I think it professionalises policing or recognises policing as a profession and gives us a chance to make sure we maintain certain standards. Indeed, it is linked, I think, quite tightly to what Mr Winsor's review is coming up with, and without some proper standards Mr Winsor's pay system will be difficult to implement.

That all having been said, we still come up against this difficult territory when you are trying to deliver a consistent approach to deal with national threats of some structure whereby the chief constables have to come together to agree those operational standards.

Q104 Chair: This is what you said in your written evidence to us. There will remain a need for a means of ensuring that collective operational decision-making of chief constables can be co-ordinated.

Sir Hugh Orde: Which is why I think the Strategic Policing Requirements, currently being worked on by Government, and the protocol is critical to the success of the whole national policing infrastructure. We have absolute clarity about how that is all going to work, and we focus at the national level on only things that are truly national or international.

Q105 Chair: What you seem to be saying to the Committee is that you accept Peter Neyroud's situation of a new body, but there is still a need for ACPO to be around in a different form in order to co-ordinate the views of the chief constables. Is that right? We start with one entity and we have ended up with two.

Sir Hugh Orde: That is progress, Chairman.

Q106 Chair: But it hardly unclutters the landscape, does it? I mean, the purpose of the new landscape of policing is to reduce the number of organisations, not to increase them, surely.

Sir Hugh Orde: I think the national policing landscape, frankly, at the moment, is confused. Mr Creedon has been doing a huge amount of work on the crime side, hence his presence here with me today, and we have been doing a huge amount behind the scenes to see what is deliverable around ACPO but allows us to develop all the actual business and best practice through a different model, yet have this decision-making body of whom, like it or not, chief constables remain operationally independent, which is a point reinforced by the Home Secretary only yesterday, and we need to make sure that they sign off for operation and delivery of national standards within their geography in the areas where that is appropriate. That is not to say it is for everything. We are very keen to declutter the ACPO policy, and Sara Thornton is doing a huge amount of work on that to create frameworks, not detail.

At the end of the day, in a 44-force model, or 43 in many of these issues—Northern Ireland is slightly different, as you know—we will need some way of getting sign-off to make sure that those standards, which could be developed through an institute, are agreed by all the chiefs.

Q107 Mark Reckless: You said that the chief constables are operationally independent, but isn't there a distinction between the chief constable of a force having operational independence in that area and the way in which ACPO has tried to develop this, so something which you call the police service, as encapsulated in ACPO, somehow has this right to set national standards and impose or have an explain-and-comply regime for national policy, which should surely more properly be the province of elected politicians?

Sir Hugh Orde: I think Peter Neyroud made this similar observation around how much work you might want to do on behalf of policing. If you are making clear decisions on how we deploy, for example, against a serious multi-site terrorist attack, I would argue that the profession needs to come up with those standards. Of course, everybody up to and including the Prime Minister is very interested in that, and

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rightly so. Mick may want to make a comment on the crime side of the business, but this is the difficult territory. It is how you carve a business up without getting hugely complicated. At the end of the day, when decisions to deploy in the national good are made at the local level, it is the chief constable who is held, quite properly, to account by whatever method of independent accountability is in place at the time, be it this system or the new system.

Q108 Mark Reckless: I accept that politicians are not going to want to delve into the operational minutiae and details of vast numbers of different areas. However, would you be prepared to accept that where it is to be a national standard, and where there is going to be a requirement or a comply-and-explain regime that it is appropriate for a draft of that policy to go to politicians, whether it is to the Home Office and Ministers or whether to the elected police commissioners in some way, and for them to sign off on that policy? In most cases, I am sure they will be happy to defer to the operational advice of the chief constables, but where they had a particular issue, before it becomes national policy that everyone has to go along with, surely there should be some sort of political electoral mandate and sign-off on that.

Sir Hugh Orde: My personal observation is that that would be a step change of what we currently have. At the end of the day, I am not sure an individual politician would feel comfortable signing off on something that they then lose control of. The default position would be from a chief, "I was only implementing something that was someone else's decision". The bottom line is the decision rests with the chief, and, of course, as you are fully aware, some chief officers may, on occasion, disagree with national policy, and say very clearly, "I am derogating from that national policy". Now I do think, in those circumstances, there are powers of mandation available currently to the Government to ensure compliance and to therefore gain consistency, and as the NPIA is dismantled, for want of a better description, where many of the bits of business are currently for the national good, which will be homeless, it will need to be delivered on a consistent framework with all forces signing up, because without all forces signing up it simply does not work.

Q109 Mark Reckless: The great conceptual problem, I think, we both face is that you say it will be a step change from where we are now, but where we are now, there is this great dichotomy between the reality of what happens—i.e. ACPO issues, all this guidance, and everyone just goes along with it—and the statutory position where there is no recognition for what ACPO is doing, in this sense. You refer in your evidence to our 1989 report as if somehow we approved the creation of all this. There was a suggestion the secretariat could be a bit expanded, but we then said, "Subject to the qualifications, parliamentary and public accountability", and we said, "All of the developments relating to ACPO", but then we said that needs to be accompanied by a fundamental examination of statutory responsibility and accountability of ACPO. I am saying that if you

do want chief constables basically going along with what is decided centrally, rather than deciding things individually for themselves, we need a new structure where, if elected politicians do not approve of those national standards, they have an opportunity to say that and, where appropriate, determine whether those national standards are applicable. You can't just have the new body determining this, the police themselves, without reference to elected politicians. Don't you accept that?

Sir Hugh Orde: I think part of the debate was very much around whatever new governance arrangements there are in the new world that Peter talks about, and in fairness, some of his report is very detailed; some of it is less so. I think there is clearly a need for some transparent accountability framework above the national—

Q110 Mark Reckless: I apologise, Sir Hugh, I had to stop. I have to pop out momentarily. The Home Secretary said that the elected commissioners should be involved in this governance structure, yet Peter Neyroud has set out this board where the Home Secretary is going to have representation, but apparently he has spoken to the chief constables and you have decided that you don't want the elected commissioners on that board. Surely that is not going to be acceptable.

Sir Hugh Orde: I think we should be very open, in all seriousness, about who is involved in the governance. It does strike me as slightly strange that we currently have an APA, which is of course a plc itself, and there is no legislation or no proposed legislation to create a body of police and crime commissioners in the same way, which we could use for those sorts of issues and have national conversations with. It does seem to be quite sensible and it may well happen. I think it is probably so important that there should be some expectation that will happen. I have no difficulty, personally, of having a proper, balanced accountability framework above the chartered institute that informs and helps it to develop.

Q111 Mark Reckless: Finally, with Sir Peter, we pointed out to him that the Home Secretary said ACPO needed to be rebalanced and would take on these professional standards roles, but we had understood it would be giving up various powers as part of its rebalancing, but Sir Peter did not address this, and when we asked him, he said he wasn't able to address it because the report would have been far too long if he had listed all the areas where ACPO should cease to have a role. Could you assist us on that?

Sir Hugh Orde: Yes, and there are huge amounts of things we do because there is no one else to do them, so I think you have to make a basic decision: do you want one group of people, be it a band of volunteers, as I describe ACPO, or a new body taking on things like a serious crime analysis section, critical to keeping vulnerable people safe from serial offenders across the country? Do you want someone running the national leadership training? We do need some people to do all that sort of stuff.

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I don't see ACPO as growing. Some things will stop because, frankly, there is no money for them, and I think the really hard choices that have yet to be made within the NPIA are where it drops below the financial envelope they currently have as they manage down. Who takes on that business? If we transfer the costs to people like Mick Creedon and his colleagues, there is only one inevitable and utterly foreseeable conclusion to that: less cops and less staff. We recently asked him to take on the Police National Database funding, which was always funded by the NPIA.

Q112 Chair: Who are "they"?

Sir Hugh Orde: Sorry, chief officer colleagues. The 43 forces are now funding the Police National Database, or will be very shortly, from their own force budgets, because there is no money left.

Q113 Chair: This was done separately?

Sir Hugh Orde: It was done through the NPIA budget, which as you know took a very big hit to defend force budgets, so it was a trade-off here. The more that disappears from the NPIA, it either goes into the ether—and there is a risk to that, frankly—or it goes to the National Crime Agency—and we are not sure yet because we await the prospectus coming out sometime this month—or it is paid for.

If it is going to be paid for, it will need to be paid for collectively across the 43 forces. That is where mandation may well be a critical factor, because you cannot have a national crime analysis section that is only involving half the forces. You cannot have a DNA database that only involves half the forces. There are some very hard choices coming in the future, Chairman.

Chair: That is very helpful. Sir Hugh, I know you have a lot to say to us, but I need briefer answers from you and briefer questions from members of the Committee, because we have a busy agenda and there is a lot we want to get out of you, so I ask members of the Committee to be brief and witnesses to do the same.

Q114 Mr Winnick: Sir Hugh, in this inquiry into policing, I wonder if I could ask you, first of all, if you are concerned over the continuing controversy over the death of Ian Tomlinson?

Sir Hugh Orde: That is, in all fairness, a matter for the Commissioner. I think the basic principles, which go back to 1829, are that no police officer is above the law. It would be wrong of me to comment when I know that the Director of Public Prosecutions is actively reviewing the case. I think that is right, and of course there is some outstanding discipline. But the general principles, I think, which were simply reinforced by that awful and tragic case were that no police officer is above the law and, indeed, the matters in *The Times* yesterday show that not only are we intolerant of criminal behaviour, we will be intolerant of disciplinary behaviour.

Q115 Mr Winnick: If it is the position that police constables who were present at the demonstration at G20 told their superiors afterwards that they had seen

one of their colleagues hitting out at who was later identified as Ian Tomlinson, and no action was taken, that would be a rather serious matter, would it not?

Sir Hugh Orde: Anything where something is as important—I am very conscious that I don't want to get involved in the case. The principle is, of course, again referring to yesterday, that if an officer sees something that is wrong or should be reported, they have an obligation to report it. In terms of disclosure, the law is very clear on what is disclosure, what is relevant, what is unused material and, of course, we should comply fully with that particular, albeit complicated, piece of legislation, if it is related to the case.

Q116 Mr Winnick: Would it therefore be right, Sir Hugh, to say that ACPO, of which you are the leading figure, has some concern over what occurred and what is going to happen over the Ian Tomlinson affair?

Sir Hugh Orde: We are always concerned when something goes in the wrong direction.

Mr Winnick: It did go in the wrong direction, in this case.

Sir Hugh Orde: I am very mindful. I am not going to put myself in the position where I am seen to be interfering with what is a very clear legal process that is currently, as reported, under active consideration as declared by the Director of Public Prosecutions. In terms of standards, of course we strive for the highest standards, hence the reason for the letter yesterday in response to that very conversation. Yes, we set standards so they are complied with. We do not expect them to be broken; likewise, the law. If anyone has transgressed from that, they should be properly dealt with.

Q117 Mr Winnick: Thank you. On the new professional body that the Chair has asked you about, which will to a certain extent replace ACPO, what would you say to the point that what is being recommended is merely another ACPO, and what will be the difference between the present organisation and what is being suggested or proposed?

Sir Hugh Orde: I think the very clear difference is it is an inclusive organisation that requires the support and engagement of every officer and, indeed, under some effective measures, anyone who aspires to be an officer through his pre-entry qualification recommendation, so it is completely different. It would be a body of 145,000-plus people. It should include all people who are involved in policing, sworn and unsworn; otherwise, frankly, over time it will not work. Whether one can start off with that sort of great big event or we need to start building incrementally I think is a matter for debate.

Q118 Steve McCabe: I think it is fair to say that some of the functions that the professional body will have, according to Peter Neyroud's report, are what the Government originally seemed to suggest ACPO would have in the "21st Century Policing" document, so we are going to end up now with two bodies as part of the rationalisation, I guess. Would it be possible to sketch out what you think the main functions of the new ACPO will be and its governance arrangement

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and where the money to support it is going to come from? Because I guess some of us are a bit confused that we have ended up with two bodies. I am not saying that is right or wrong, but it does seem a departure from the original Government thinking.

Sir Hugh Orde: I think the challenge was that the decision to get rid of the NPIA had a series of unintended consequences, one of which was the sheer scope of what is now in the NPIA having to be disaggregated, and I think the notion that you could have some body that would take some of that pressure out, if by some sort of chance the institute was seen as quite a welcome step forward. The critical things for me will be: one, I think it does symbolically recognise policing as a profession; two, it owns the standards, it sets the standards, it agrees what is authorised police practice and it makes sure that is kept to a minimum, not a maximum, and it takes on the leadership and training agenda. It also informs and is seen as a place of great knowledge where people who seek advice on policing can go to, as they would in any other institute, be it royal or otherwise.

With the funding I can't help you, because I think the jury is out. There are very detailed costings in Peter's report on what individuals would pay, and it certainly would be an individual contribution, be it serving or retired officers. But the hard facts are that the training stuff is currently funded through the NPIA. Their budgets are reducing dramatically, and I would not be interested in taking over something where we are not financially viable at the start, so we need to have a serious conversation with Government when we have a clearer vision on what it looks like and the breadth of it.

Q119 Steve McCabe: Just one last thing on that: I realise it is early days, but part of this was supposed to clear up the confusion. Is there a danger that the professional body and the new ACPO are going to be confused in what they do and in the way other people, including ourselves, see them?

Sir Hugh Orde: Mick may have his point of view on that vis-à-vis the operation end of it. I don't think so. I think the reality is that the national policing landscape is extremely complicated. That is unsurprising. Policing is extremely complicated. It is how you bring that together in a way that the public recognise and understand you cannot deliver or keep people safe against the national and international threats through a purely local model. Someone has to grip it. At this minute, it is us. It is not through any choice; it is because someone has to do it. In the future, it will be slightly different. I don't know if you want to comment.

Mick Creedon: I do. The structure we have is an historical structure, and it is a structure that we have already given evidence about. To define policing based upon 43 forces working independently is not what any of us would want. It would be ridiculous. From the view of the chief constables, and certainly on a personal basis, I need something that supports me in terms of developing guidance, best practice, best thinking; certainly the issues Hugh has mentioned about leadership are absolutely paramount to taking the force forward. I think there will not be confusion,

but I can see why it could look like there is confusion. I think it will become clear, as we move forward, but right now, as Hugh mentioned, it is the huge complexity of policing and where things sit. What has happened, I think, is that we have put things in places by default.

Q120 Chair: Who is responsible for this complexity?

Mick Creedon: It is the complexity is what we do. It is law enforcement across 60 million people. That is why it is complex. The responsibility is—

Q121 Chair: Then take us through the issues rather than the structure.

Mick Creedon: The issues are: at times, we within ACPO and chief constables individually and collectively, have said, "There is a gap there; we need to do something about it" and we have created that. So we have gone and taken something that we perceive as a gap and we have tried to put something in place to deal with that. There are many examples of this.

Q122 Steve McCabe: I guess what is behind everything I am asking you is that I accept your point about things having been put in place by default. I am not at all clear by looking at the model that seems to be emerging how you are going to prevent that happening in the future.

Mick Creedon: I think there is a twin trap. I think there is something around National Crime Agency, which maybe we will talk about in a bit, where we can use that as a start to begin that repository, that ownership and so on, and then the other side is the work from Peter and others saying, "Actually, you know what? We can start bringing things together". This is how NPIA developed. That was the thinking about NPIA, and the recognition is now how complex that is. So I think we can do that. We can do that, but there needs to be, without being silly, an absolute inventory of what it is we do, what it is we need to get hold of it and where it needs to sit. Then I think those complex issues about governance and about democratic accountability can all be taken account of.

Q123 Dr Huppert: Before I ask about the new landscape of policing, can I just get an update on the current landscape of policing? We had some discussions in the past where I think many of us were surprised that ACPO was running all the domestic extremist units, back to NPOIU, NDET and so forth, and I think last we checked you were talking to get approval from chief constables as to whether you could transfer them elsewhere. What is the current position on that?

Sir Hugh Orde: We were waiting for agreement by the Met Police Authority that they would take it on board. They have. It has transferred, so it is now under the Metropolitan Police governance arrangements.

Q124 Dr Huppert: I think, Sir Hugh, you said on 7 February at a conference Liberty organised that you thought there should be judicial oversight of future operations. Is anything happening about that?

Sir Hugh Orde: No, that is what I think. At the moment there is no development on that at all. The

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point I was making, I think, post the very well-publicised use of undercover in public order situations, was that it is clearly something of public concern. In my view, in my judgement, there was a value in putting it into some more transparent arrangements; that is, you give someone else an opportunity to challenge our thinking before they deploy that, certainly around issues of proportionality, but there is no development of it, no.

Q125 Dr Huppert: Two more quick questions, if I may, Chair. The first was just to check something you said earlier, and I think I scribbled it down correctly. About funding, you said you don't want to be taking over something where the funding is unclear. Now, you had previously said to Mr Reckless that you were not taking over the new professional body. Did you mean to say that ACPO would be taking over the professional body with unclear funding, or did you mean something else?

Sir Hugh Orde: No, the recommendations from Peter are that a chief constable should lead it, although it should be supported by the other institutions. I am absolutely open to that sort of view. I think first it has to be clear that the chief constables, rather like in the military, lead the organisation. That is what we are paid to do, so I would be surprised if it was not that sort of structure. So it was just trying to take the debate forward. I think the Home Secretary will be looking to us to advise on issues such as funding, although of course we would consult widely with our colleagues from the other associations, and we are slightly different as leaders of the service, I think.

Q126 Dr Huppert: But "we" as chief constables in general rather than ACPO taking over the body?

Sir Hugh Orde: Yes, I do not want to get hung up on names because it gets a bit complicated. All ACPO is, as you know, is 300-or-so senior leaders of the service that happen to come together under that particular badge. Peter's report is very clear. It needs to be an inclusive institute or it does not work, and it will be led by the leaders of the service.

Q127 Dr Huppert: How should policy be developed? What role would the new professional body or the new ACPO have in either advising on policy, developing policy, implementing policy, writing policy, insisting on policy? Where on that spectrum is it right for either of those bodies to sit, and where is it for democratically accountable bodies?

Sir Hugh Orde: In terms of developing operational practice, currently, as you know, it is done through the business area structure within ACPO, and Mick is very involved in the crime side, and it might be useful if he gives you an illustration of how it works and how it might work. But the sense is that much of that work—learning, understanding, getting best practice, consulting widely and speaking to all the people who would want to have a say in how we do our business—I would see as quite properly falling to the institute.

That is not to say it would be done in some opaque way with no one else having an influence. I think that would be a flawed assumption. But it then goes back

to the original and very first points made by the Chairman or as I made in the opening: how do you think get that signed off? So, having done all that work, the chief constable of Lower Middleshire says that is what he or she will deliver against; likewise, the chief of some other force. But Mick can probably talk in more detail.

Mick Creedon: Yes, I will keep it brief. Within the crime area, I think there two high risk areas: homicide, and kidnap and extortion. Homicide is after the event; kidnap and extortion is a live event, when someone's life is at risk. Around that, we have developed really detailed practice, developed by practitioners but actually then signed off through the process which Hugh has explained previously.

That I think is one of the questions—Mr Reckless, I am not sure whether he is talking about that—in terms of the role of democratic people against the role of professionals. Without that policy being developed, we will be at risk. I know Peter mentioned in evidence the RIPA and the inquiries of the 1980s, and I think the important bit is we need to have something that will still develop that practice, which is led by professionals, and the sign-off by the 43 chiefs is the important bit for me, that 43 chiefs buy into this. You would expect, I would hope, that when we respond to these critical instances, which are many, we are doing it in the very best way and it is not some kind of free-for-all where people keep their fingers crossed.

Q128 Dr Huppert: What I have not heard mentioned is the Police Authority's role or the commissioner's role in the new version, if we get there. Surely they have a role as well in terms of working out what it is that ought to be delivered in their area.

Mick Creedon: The way I see it, as a serving chief now with an authority and future commissioner, is that they are there to hold me to account for how I do it, and what I do. All 17 members of my authority would not want to interfere in the operational side. They would want to know that there are national standards and national guidance that I am taking into account, and that I am responding locally in sometimes quite a changing, dynamic way. For them to say, "You know what? We would like oversight of your kidnap policy" would be fairly extreme, I would say, and we would have to question what my role is as the operational lead and what their role is as either a political or independent member.

Q129 Alun Michael: I am just reflecting on a couple of things that have just been said. Sir Hugh referred to judicial oversight. Our judicial system does not have judges managing inquiries. That is something that happens elsewhere, so they do not have the skills. Where would judicial oversight come in? I don't understand.

Sir Hugh Orde: This is a bespoke bit of business. Take a current, very topical example around terrorism. If you need to detain someone for a longer period than the current Emergency Provisions Act, over 14 days, you need Parliament to reconvene and then you would need a judge to sign off to agree, and you then apply to a judge. In certain areas of policing we apply outside bits; surveillance commissioners, for example.

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It is that sort of issue. It is around: do we take the tactic somewhere else? We want to do something. We want to be challenged on whether it is proportionate, reasonable and whether it fits the criteria.

Q130 Alun Michael: “Application to” and “having to be signed off” are very different from oversight.

Sir Hugh Orde: That was the intent. That was what I was—

Q131 Alun Michael: That was what you were talking about. That is helpful. I just want to pick up on the second comment that you made. You said, “Whether the new professional body is developed through incremental change, a process of transition is an open question”. Surely it cannot be done like that, can it? If it is going to be the professional body involving and responsible for the professional standards of all officers at every level, it cannot be initially established by chief officers alone, so it cannot be incremental, can it?

Sir Hugh Orde: I think it could be. It depended on how you worded the charter and how quickly you thought you could bring everybody on board. Success for me is that everyone signs up because they want to be a part of this body because it is the right thing to do and indeed to be able to practice.

Q132 Alun Michael: Sure, but to take two groups, you would need from the beginning superintendents to be involved; you would need from the beginning commissioners to be involved. It could not just be left to the current ACPO membership, could it?

Sir Hugh Orde: The point I was making is that I am open-minded about how it comes into being. It is a huge step change, and sometimes huge step changes can be delivered more effectively through an incremental process rather than a—

Q133 Alun Michael: I can see that would look nice from the point of view of those involved in the current organisation, but it is not on, is it?

Sir Hugh Orde: Well, let’s wait and see. The point is that I am entirely open to that debate, but what I want, and what we all want, is a successful structure. That is one of the biggest step changes in policing in Peter’s report.

Q134 Alun Michael: I am just making the point that if you look at most bodies responsible for professional standards, it is not just the top managers who are responsible for those decisions. In the evidence that we had from the Metropolitan Police, we heard that ACPO is continuing to debate which NPJA function should stop in the new landscape and which should remain but perhaps be charged for, and you referred to that discussion today. What conclusions has ACPO reached so far as to what ACPO would like to see in relation to continuation and charging?

Sir Hugh Orde: First of all, I don’t think anything we do is done for no particular reason. All of it is important and it is very hard, and certainly, having attended the last party conferences of all three major parties for two years, when I ask that question, “What

would you like to do less of?” no one could give me an answer—

Alun Michael: I am asking you this time.

Sir Hugh Orde: There are some things that cannot stop, and those are non-negotiable—the Police National Database and the Police National Computer. The major things that are critical to maintaining the safety of people in this country will have to stay and will have to be funded. They are what we call the non-negotiables. There is a big debate to be had around, for example, training: how much training is done nationally, how much is simply we maintain as standard, and it is a matter for forces.

Where the risk comes, frankly, is if you are not contributing and not training sufficient people—which is why the Strategic Policing Requirement is critical to this—to deal with the new face of public order, the new threats around terrorism and the new levels of standard for senior investigating officers, we will come unstuck fairly quickly. There are some things that are better delivered nationally, to national standards, with some obligation of forces to deliver, and that is where potentially a rub may come with the police and crime commissioners who are more the local folks. That is why we need that clarity.

Q135 Alun Michael: I think that is quite helpful, and probably there is a lot of detail that is not appropriate to go into now, but do you have effectively a list of ACPO’s initial thoughts of which things should continue as charged for, and is that something you could share with the Committee?

Mick Creedon: That work is now being done. All 43 forces are going through a piece of work, and I am sure Nick Gargan will be able to give you more detail, which is essentially asking that very question.

Q136 Chair: I think if you write to us with that information, it would be very helpful. You must be quite pleased, Sir Hugh and Mr Creedon, that there is a pause now in Government circles about police and crime commissioners following what the Deputy Prime Minister has said. Do you think that this breathing space will allow people to flesh out the details more carefully?

Sir Hugh Orde: You have the advantage on me, Chair, and I am not sure what the Deputy Prime Minister has said, if it is today.

Q137 Chair: It was over the last week. I think the Liberal Democrats have been part of—

Sir Hugh Orde: Sorry, the pilot; you are talking about the notion of a pilot being brought?

Chair: Indeed.

Sir Hugh Orde: It doesn’t seem to be a huge pause from where I am, and of course the Committee stage starts very shortly. As we have always said—and it is helpful that you ask the question, so I can reiterate it—the issue of police accountability, how we are held to account, is absolutely a matter for Government, and this Government has a very clear mandate to deliver a different structure. What we are determined to achieve, and must achieve if this is all to work, is absolute clarity on the issues that the Strategic Policing Requirement and the protocol will bring to

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the respective roles, and a point was made, again, as I said to the Home Secretary yesterday, “Police and crime commissioners will bring real public accountability to policing”. He goes on to say, “But they will in no way affect the operational independence of police”. It is that distinction. Then, with the SPR giving clarity on what is national and what must be protected, I think this becomes a debate for us with the clarity issue.

Q138 Chair: But the issue of a pilot now seems quite attractive. We are now in May. By the time this Bill gets Royal Assent, if it goes through unamended, we will be talking about July. Obviously individuals in political parties do not have their candidates in place. The idea of a pilot, given what you have been saying about the new landscape being a little confused and people not knowing where things are going, is probably a good idea, isn't it?

Sir Hugh Orde: I think it is a matter for Government, frankly, Chairman, and the issue has become confused, partly because of function of speed; you have things being dismantled, you have agencies being created but we are yet to see what it looks like. That is not of our making. What we will do is, as ever, we will get on with it as we see it currently and do our best to keep people safe in the current structures.

Q139 Chair: The state of the protocol negotiations, which this Committee of course recommended originally. We felt it was not proper to proceed unless things were written down. How are we doing on that?

Sir Hugh Orde: And I thought that was my idea. I think it is very helpful. I had an extremely constructive meeting with the Policing Minister last Friday—

Chair: I think we called it a Magna Carta. You may have called it a protocol.

Sir Hugh Orde: I had a very good meeting with Nick Herbert on Friday. He has met with the Deputy Commissioner and Adrian Lee, Chief Constable Northamptonshire yesterday. We have raised a number of issues with the protocol. It has ebbed and flowed, frankly. It is still in a live document.

Q140 Chair: Is it piece of paper with somebody's thoughts on it or are they having been on sandwiches?

Sir Hugh Orde: There are six pages of paper currently as drafted. It is still a draft. It is still under negotiation, and I sincerely hope we can reach an agreement. There are some things that people I represent will—without being emotive about it—die in a ditch over, because they are determined to make sure that their role is clear and the Police and Crime Commissioner's role is clear, and that includes, if I am to sum it up, the ability to run the business and then be held to account.

Q141 Chair: We understand that. We just want to know the process. We are very keen on this, because the protocol is going to be central to everyone's understanding of the new landscape as far as the Police and Crime Commissioner is concerned. There is a six-page document that emanated from the Home Office that is going backwards and forwards between

ACPO and the Home Office. Is anyone else involved in this?

Sir Hugh Orde: I am sure they are. All I am saying is the Government has, without question, consulted fully with us and is continuing to listen. It has been a feature of the current leadership in the Home Office. They have met with my Chief Officers frequently and we have those conversations. Of course, what happens after that is their business not ours, but we have made our points and we will continue to make points until we feel they have been properly listened to and reflected in a document.

Q142 Chair: Do you know if there is a timetable?

Sir Hugh Orde: I am told it should be out in time for the first Bill Committee Day, which I think is tomorrow.

Q143 Chair: So by tomorrow—

Sir Hugh Orde: That is what I think. I may be wrong, but I am told there must be something because they cannot debate something that is not there, can they? So it seems to me.

Q144 Chair: Absolutely. You believe that by the time the Bill reaches the Lords for debate, there will be a protocol agreement?

Sir Hugh Orde: I think that is my sense. I think it will be a draft to be debated by the Lords, I suspect, but that is again a matter for Government. The point is I am pretty clear that the Minister, unless I misheard him, was determined to get something out, and this Strategic Policing Requirement is not in that advanced stage yet, and we have said very clearly that we think they need to be ready together. We cannot agree anything unless we have seen the whole picture, because both of those documents are absolutely critical if we are going to keep people safe.

Q145 Chair: So there are two documents?

Sir Hugh Orde: The Strategic Policing Requirements and—

Q146 Chair: How many pages is that?

Sir Hugh Orde: I haven't seen a recent draft.

Q147 Chair: I think we better to write to the Minister and ask him, because if the Lords are going to discuss it, I am sure the Home Affairs Select Committee would be interested.

Let me turn almost finally to the issue of procurement. I am very interested in the roles that are currently being undertaken on procurement, and the Committee is looking at procurement next week when we have our evidence sessions. What is ACPO's role in procurement at the moment?

Sir Hugh Orde: I am delighted that you have, I am told, all the experts from NPIA giving evidence: Mr Gargan and—

Q148 Chair: Yes, but what do you all do at the moment on procurement? Can you all recommend what kinds of cars people are going to have, or radios? What do you all do at the moment as far as this is concerned?

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Sir Hugh Orde: Mick's at the front end of this. I think there have been huge advances in saving money through national procurement frameworks, and I think that is more work to be done, but I have only recently been speaking to Nick Gargan. He will tell you, ad nauseam, when he comes, about the new procurement system known as Zanzibar, which creates an internal market to make sure we can get the price for individual products. National procurement is in. As I understand it now, the Home Office is going to lead on non-IT procurement. We await Lord Wasserman's view on what happens to IT. It is work in progress, Chairman, but I think it is going in the right direction.

Q149 Chair: Before we go off to Zanzibar, let us pause for a minute and ask why it has taken this Government to get the police and ACPO to look seriously at the issue of procurement. Why have the police not done this before?

Mick Creedon: I am not sure that is the case. I am really not sure that is the case. I mean, we work hugely within national frameworks, which are exactly that. You mention vehicles. Unless there is a particular reason, which is very unusual, we all buy from within framework agreements that give huge discounts. We are all now negotiating collectively and individually to drive that existing contract. The world of IT is probably the worst example, and I would not claim to be an expert, but that is partly because of the way legacy systems have developed on a piecemeal basis. But I wouldn't say that this Government has suddenly put a step change in place that has changed our view to procurements. We have been driving out huge savings year on year, absolutely.

Q150 Chair: This is happening at the moment, what you are saying?

Mick Creedon: Happening at the moment, yes.

Q151 Chair: How much more savings can you get by better procurement?

Mick Creedon: There are two sides. There is always better procurement, and that is part of the work, and I do not know much about Zanzibar other than the work in progress. For example, in my own region there are four forces now collectively looking at driving down local contracts, which are actually very successful. I think the danger, for me, is assuming the world is going to be fixed by national procurement. It will be right in some areas. In some areas it is right, and if you talk to business heads, as I have, they do far better by devolved local procurement, so I think we need a mix and max that makes the best sense of this.

Q152 Chair: In the new landscape, what will be the role for ACPO, or the new ACPO, as far as procurement is concerned?

Sir Hugh Orde: The Home Office will lead on procurement, frankly. It is an appalling phrase: the laminate model is what Mick has described where there are some that must be bought nationally on national frameworks, but there is a huge danger in creating a small number of monopolies, and some stuff is without question done better at a regional local basis. It is making sure we get the right bits in the

right area, and I am sure the Home Office will do their best to achieve that.

Q153 Alun Michael: They might do their best, but the track record of Government Departments in procurement does not fill you with optimism, does it?

Sir Hugh Orde: As an example, this was done by the NPIA. The NPIA is not going to exist. It has to go somewhere, and that is where it has been decided it will go. It is not our decision. I can't think, frankly, where else you would put it unless you have some completely outsourced procurement arrangement. Of course, I think some of the biggest savings on procurement will be simply forces not procuring stuff, because, in an effort to drive down costs, they are just cutting what they are buying.

Q154 Alun Michael: The point that I am making is that surely, looking at this, in effect, nationalising procurement and taking it inside a central Government Department cannot fill you with enthusiasm and optimism, can it?

Sir Hugh Orde: I am permanently optimistic, but it may well be. I don't know—

Q155 Alun Michael: Is that well-founded optimism, do you think?

Sir Hugh Orde: Not necessarily, no. I am sure you will be taking evidence from members of the Home Office, and they may be in a better position to give you reassurance about how they are going to do it differently. I think you are right. Historically there is no great history of successful procurement, but we are in a difficult place, because it has to go somewhere. The rules are extremely complicated. Indeed, one of the pleas from every business that makes a path to my door is, "Can you please free up the arrangement so we don't have these huge processes". Of course, you can't, because there are European codes around this stuff for the big ticket items. That is their big frustration, but that is a matter of fact, Michael, so that is where it is going.

Q156 Chair: This is an issue, of course, we will have to return to. What is the procurement part of the police budget?

Sir Hugh Orde: About £300 million.

Q157 Chair: It is not a huge amount. It is a lot, but not in terms of the overall budget.

Sir Hugh Orde: We would say you are not going to drive 20% savings out of the procurement. I would agree. I think we have had a bit of a bad press on how much work is being done, and people have been engaged and you will hear from them next week, so I won't steal their thunder. I am quite proud of some of the things they have achieved. That is not to say you can't go further.

Q158 Dr Huppert: Just on that, my experience—I spent an evening with Cambridgeshire Constabulary some time ago, following around—was that the big problem with IT procurement, in particular, was that the lack of good IT facilities took up a huge amount of time. It was not so much the cost of buying the

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equipment; it was the fact that in this particular case it took about an hour and a half to download a video from a head-mounted camera, during which time that team of officers couldn't do anything else. What is going to happen about the future of IT procurement? Are you keen to see a GovCo set up that will look after that and transform the whole sector? What do you do about your legacy? What is your vision for the future of IT within the police service?

Sir Hugh Orde: It is, frankly, a bit of a mess. I think everyone would accept that. It had an unhappy start. I think there was a lot of progress made when it was taken into the NPIA. I think the Police National Database is a step change improvement following on from Bichard, and is now rolling out as we speak, so that is a bit of a success story.

My sense is that what we will see over time is convergence, and I do think that is the right way forward. We are not going to get a big bang on IT as it is simply too expensive, but operationally, Mick may well know.

Mick Creedon: I agree. The real problem, and I think we are all aware of it, is the development over 20 years-plus when the national strategy and what was going to be the panacea for the service didn't deliver, and forces then began to develop, in many cases, far better local systems. You mention this, and we have this problem. We are working on outdated systems, which are, for operation officers, hugely frustrating. In my own force, just because of bandwidth problems and because of geography, what we would all know is click and it works; you click and you go away and make a cup of tea and come back and it is still loading. That is the framework we are in. It is a very difficult one.

If there was a vision, I think convergence of the critical systems is an absolute must, because there are always bespoke one-offs that are going to be different. The other bit has to be a network that is fit for purpose, but to do that would be a huge investment.

Chair: Mr Reckless has returned.

Q159 Mark Reckless: Could I ask whether either of you might consider Project Athena as potentially the platform for national IT integration going forward?

Sir Hugh Orde: I know there is a huge amount of work going on in the eastern region on Athena and wider. There are also other groups of forces coming together, so we need to look at all of that. Indeed, I think we are all awaiting Lord Wasserman's report to see what his overall findings are in relation to the best way forward. It certainly is something that is right at the front of people's minds because it is seen to be—and I know Lord Wasserman is very impressed by what he has seen on Athena.

Q160 Mark Reckless: If it was decided that rather than going to the Home Office or going to the NCA, and we want perhaps a specific sort of public private entity to be pushing it on a national level, do you think that could perhaps develop from Athena as the largest of those rather than necessarily establishing something from scratch?

Sir Hugh Orde: I don't think we will be establishing anything from scratch. It may well be one of the ways

forward, but it needs a broader view. The trick, it seems to me, is that we have to get everyone to agree on one national delivery system and then converge towards it as their budgets allow them to do so. I have to say, certainly with some chiefs, in terms of budgets, it may take some time for convergence to get anywhere close to something that we see as universal. It is going to be difficult.

Q161 Chair: Can you just update the Committee on the transfer from ACPO to the Met of the Domestic Extremist Units, which you talked to the Committee about in the past: the NECTU, the NPOIU and the NDET, whatever all that stands for? You presumably know.

Sir Hugh Orde: They have all transferred, Chairman. **Chair:** They have gone?

Sir Hugh Orde: They have gone. As I said, they have gone to—the Met Police Authority has agreed. In fact, that has been a piece of work that had been going on for some time. Whatever we end up looking like in the new world, the operational bits should not be part of what is a largely administrative structure about proper and transparent oversight.

Q162 Chair: They have gone; there is nothing there?

Sir Hugh Orde: No, and they will now be held to account through the NPIA governance arrangements.

Q163 Chair: Looking at the transition timetable, NPIA is going to be phased out in 2012, and the National Crime Agency, as far as we are aware, is going to be up and running in 2013. What is going to happen in between?

Mick Creedon: This is one for the key issues. Part of the work we are doing within ACPO and, likewise the Home Office and others, is looking at the policing landscape around organised crime, what it is that is put in the NPIA and where that is going to transfer to. There is stuff within the NPIA that, in our view, needs to go with NCA. There is stuff that ACPO is leading that should go within the NCA likewise, so we are very keen to have that transition, but, at the moment, the timelines don't match up.

Q164 Chair: So you would like a little delay, would you, to make sure it is done properly?

Mick Creedon: We face an issue that there are absolutely critical services provided by the NPIA that, at the moment, have a date that is going to drop off, with nowhere to go. There may be a transition that can be thought of, and I can think of a few ideas, but the truth is, the NCA is such a plank for the future policing landscape. I would be very keen to give any evidence in the future around this. It is such an important plank that we need to make sure that it is built for the future right.

Q165 Chair: You are giving evidence now. What further information do you want to give us?

Mick Creedon: I am concerned we will only have a short window of time. It is such an important bit for us around the organised crime landscape. I think, in terms of NPIA functions, we know, whether they are learning and development infrastructure support or

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operational support, there are key bits that they deliver for us, and if they do not have a place to go, that is a gap.

Q166 Chair: You know they are going. You know these organisations are going but you do not know where some of the functions are going to end up.

Mick Creedon: No, and in fact I have a meeting back at the Home Office after this. Part of that is working with the NCA project team to flag this very problem up.

Q167 Chair: This seems most unsatisfactory.

Mick Creedon: It is a gap, absolutely.

Q168 Chair: Have the Government and Ministers called together all the various parts of the proposed new landscape and had a discussion about this?

Mick Creedon: There is a very senior project leader in the Home Office who, as I say, I am going to meet after this. He is new in the post. The previous incumbent has retired.

Q169 Chair: What is his name?

Mick Creedon: Gareth Hills.

Q170 Chair: What is his function?

Mick Creedon: He is the director who is looking after the NCA project team, working for Stephen Rimmer. I will be meeting him, and it is about the whole future of the NCA: how it will look, what it will do and what functionality will be in there, but precisely some of these aspects which, as I say, could drop into the ether. There are critical bits. Some are legislation that needs to carry on; for example, all the work that is done around process of crime. We have a network of financial investigators who have to be accredited. It is legislation, and the process of crime co-ordination centre sits within the NPIA providing accreditation, continuous professional development, leadership and so on. That has to have somewhere to go in the interim, while it should then go absolutely into the NCA.

Q171 Chair: And there is still this gap of a year between abolition and the phoenix arising of the NCA?

Mick Creedon: There is.

Q172 Chair: We do not know where things are going to go, which is obviously unsatisfactory and serious.

Mick Creedon: Clearly, for the NPIA, it provides a problem of logistics in terms of staff staying in post when they have potentially no job.

Q173 Chair: Mr Creedon, you started your career as a PC in Leicestershire, I understand.

Mick Creedon: I did indeed.

Q174 Chair: To the ordinary PC looking at what is going on in the landscape of policing—all these structures and all these changes that are going to take place—what is morale like at that level? Obviously it is some time since you have been a PC, but you see them every day. They must be rather confused about what is going on.

Mick Creedon: I think the job of leadership sometimes is to protect those who do it from this complexity, so as far as I am concerned, the PCs who deliver that service need to know the simple things about their job and the core bits we ask them to do.

This landscape, to be honest, I don't want them to know too much about. Not in the sense of hiding it from them, but, as you say, it is so complex that if they started to think these things through, they would forget their core job, which is protecting vulnerable people and locking in criminals. It is a difficult world, but I think our leadership challenge is to make that world as simple as possible and to make sure those who do the job can do it unfettered by some of these complexities.

Chair: Mr Creedon, we may well call you back because this is, as they say, an ongoing story, but thank you very much for coming today. Can I call to the dais the chairman of SOCA?

Examination of Witnesses

Witnesses: **Sir Ian Andrews**, Chair, Serious Organised Crime Agency, and **Mr Trevor Pearce**, Interim Director General, Serious Organised Crime Agency, gave evidence.

Q175 Chair: Sir Ian, Mr Pearce, my apologies for keeping you waiting. We were so fascinated by the evidence of Sir Hugh Orde, as you would imagine, that we got a bit carried away, but thank you for waiting, and I am most grateful to both of you for coming.

Sir Ian, it must be a disappointment to you, having been appointed by the previous Government as a chairman for a full term and having been told by the previous Government what a good job SOCA was doing, to have your entire organisation being disbanded.

Sir Ian Andrews: That is absolutely not the way I see it, as I hope was very clear from the written evidence

that we put into your Committee. We see this as a huge step forward. The Green Paper, "Policing in the 21st Century", made it very clear that what the NCA would enable to be done was the more effective tasking and co-ordination of a multi-agency response across the highest priority targets, and across the whole of the law enforcement waterfront.

It was accepted, I think, and indeed explicit in the legislation that set SOCA up in 2006 that there was an expectation—nay, a requirement—that we should work with domestic and overseas partners, but the same obligation was not placed on other partners. So there was a sense inevitably of a sort of "coalition of the willing", and I think, if I may just complete that

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point, what is different about the National Crime Agency is that it will explicitly have the leadership requirement, the tasking and co-ordination, but also, for the first time, it will be underpinned by an Organised Crime Strategy and a Strategic Policing Requirement, which will provide that national oversight, which, frankly, we have lacked in the past.

Q176 Chair: Sir Ian, I am delighted that you are such a fan of an organisation that does not exist, and an organisation where, as we have just heard from the President of ACPO, they are not clear what is going to go into this organisation. You told previous Committees, and your predecessors have told previous Committees, what a good job SOCA was doing. Whenever there were criticisms about the amount of, for example, drugs that had been seized compared with the £500 million budget that you receive from the Government, you kept saying, “We just need more time”. What has changed?

Sir Ian Andrews: I am not resiling in any way from what I said before, and indeed, the more I have seen of SOCA over the last two years, the more impressed I have been by how much has been achieved, and the international reputation certainly is second to none. There is a real impact too on criminal perceptions, and I think it is a huge credit to all those who were involved in the early stages of SOCA that the Government has recognised that it wants to build on the capabilities that SOCA has developed and take them into the National Crime Agency, and I think that is a vote of confidence in everything that has gone before.

But, as I said, one of the frustrating things is that there is a sense of a Coalition of the Willing, and there is a perception that there is an opportunity here to provide that national prioritisation and drive. Of course, the other thing with the National Crime Agency is that it will do far more than just organised crime. I am very clear that I am working on the basis of what was in the July White Paper last year. That is the vision that was laid out there, and that is what I am going to be looking at.

Q177 Chair: It is always good to discuss visions. Mr Pearce, remind me what has happened to your predecessor. Why are you still the Interim Director General?

Trevor Pearce: I am indeed, yes. We are waiting to see what decision is to be made on that one, currently afforded by the Home Secretary—

Q178 Chair: What happened to the Director General?

Trevor Pearce: He retired in September of last year.

Q179 Chair: In terms of staffing, how many members of staff have now left SOCA?

Trevor Pearce: We started with about 4,400 and we are now at about 3,800, including the last 12 months that we have had the restrictions on recruitment, otherwise we would have been able, I think, to have brought more staff in.

Q180 Chair: What has been happening to the fight against organised crime? At the moment, if you are about to be abolished, if you have now lost 400 members of staff, if you cannot recruit more people, the serious and organised criminals—of which there are many, and this Committee has seen many in our evidence sessions and on our visits, especially to Turkey most recently—must be rubbing their hands with glee. While all this is going on, all these meetings at the Home Office and all this discussion of vision, goodness me, the criminals must be having a field day.

Trevor Pearce: I don’t think they are, and I will perhaps come on to how we know about that. The first point is that the Serious Organised Crime Agency will exist for at least two and a half or three years, until the legislation changes. It is our absolute conviction that we will carry on with our duties and responsibilities in that time. At this very moment we have 3,800 officers who are engaged in that fight against organised crime.

Q181 Chair: So the answer is that the Government is right; you had too many people working for you in the first place and the budget was too high, because if you are saying to this Committee you can undertake exactly the same work as you did a year ago, with 400 fewer members of staff, and with a complete freeze on recruitment, and with, I would imagine, every single employee now wondering what is going to happen to their jobs, whether they are going to go to the new NCA or not, surely that is not a satisfactory answer.

Trevor Pearce: Firstly, the number of 4,400 was in 2006. The next issue is that we have been encouraged to be more efficient. As we develop new approaches—certainly going forward there will be some very interesting approaches, such as how we provide the coverage around the broader set of identified organised criminals—actually, our efficiency goes up. We are able, through appropriate things like shared services about new technology and so on, to take a different approach. We cannot work from the model that we started in 2006 because, by necessity, we need to move on, and that was an old model.

I think this is the opportunity that the NCA does provide. It is a much broader organisation than one that covers purely organised crime.

Q182 Chair: Indeed. Just remind me for the purpose of the record: you have given us the figures for last year. How many illegal drugs have been seized in the past six months?

Trevor Pearce: I can give you last year’s figures, if that helps.

Chair: Year ending which year?

Trevor Pearce: The last financial year. There were UK seizures of 645 kg of cocaine”.

Q183 Chair: Value?

Trevor Pearce: Well, it is dependent upon street value, but we have seen prices of £40,000 a kilo.

Chair: What is the total?

Trevor Pearce: About £2 billion, by my calculation, off the top of my head. We can provide you more detailed costings around these, because I don’t have

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that exact information, but I am happy to put that as a further written submission.

Q184 Chair: Sorry, you have seized drugs in the last financial year worth £2.6 billion?

Trevor Pearce: If I have my figures right, and if I—

Q185 Chair: I don't think you have.

Trevor Pearce: In which case, 645 kg multiplied by £40,000, if someone has a calculator, within the UK.

Q186 Chair: Mr Pearce, you must have known that I was going to ask you this question, because it is the same question I asked your predecessor. I think coming here asking for calculator before a Select Committee is not satisfactory, and I don't think it is £2.6 billion.

Trevor Pearce: I will do the calculations perhaps when Sir Ian picks up the next bit.

Chair: Dr Huppert, who is an expert, tell us—

Dr Huppert: I make it £26 million, Chair.

Trevor Pearce: My apologies.

Chair: There is a big difference between £26 million and £2.6 billion, isn't there?

Trevor Pearce: I apologise for getting that calculation wrong in the—

Chair: Not satisfactory, Mr Pearce, before a Select Committee.

Trevor Pearce: Thank you, sir, I note your comment, and I will make sure I am better prepared next time. There were 65 tonnes of cocaine seized abroad, principally in South America and the Atlantic, 325 kg of opiates in the UK and 27.4 tonnes of opiates abroad.

Q187 Chair: So out of a budget that the Government has given you over the last few years for each year of £500 million, you have seized £26 million in terms of drugs. Is that right?

Sir Ian Andrews: Chairman, I don't think that was the answer that was given. It is very difficult—

Q188 Chair: What is it, then?

Sir Ian Andrews: It is very difficult putting a specific value on tonnage of drugs, because does one look at the retail value at the border, or does one look at the street value? We have also been very effective—

Q189 Chair: I am sorry to interrupt you. This has happened before in this Select Committee, when your predecessor and the predecessor Director went through this same explanation. It is not satisfactory, as we said in our Select Committee report. We need proper figures so we know what is happening. This is taxpayers' money and we are a parliamentary Committee. Would you please let me have the proper figures by noon tomorrow?

Sir Ian Andrews: Yes, Chairman, of course we will.

Q190 Dr Huppert: Before we started getting involved with this, I made a mistake with SOCA, and I thought it was the Serious and Organised Crime Agency, and it was not until I went a few weeks ago to the NPIA, which was a fascinating trip in a number of ways, that I realised the importance of the fact that

“and” is not there. You look at “serious organised crime”, you do not look at “serious crime”. My concern about the future National Crime Agency is that everything I can see here about what it will do will be about organised crime and not about serious crime. I do not see who is picking up the serious crime: the co-ordination of murders, rapes and all those things that happen; random serial killers who are not organised. Who looks after serious disorganised crime in the new model?

Trevor Pearce: To be honest, it is a police function. Certainly there are clear practical procedures for dealing with linked and series crimes—linked and “series”, as opposed to “serious” crime—murders, rapes, and so on, which are clearly set out, and the role of the NPIA, as they might have told you, particularly around the serious crime analysis section, is about how you provide some work around *modus operandi* to make the necessary linking factors to enable those investigations to take place. Traditionally, the proactive organised crime agencies have not had a significant role in the investigation of serious crime as you describe—murders, rapes, and so on—save where there has been a need for a range of specialist support. That is either in terms of technical surveillance or other capabilities that are available.

I would imagine, not knowing what the final plan is, that the collaboration between forces, where there are clear links and series events, will take place. We know that the Strategic Policing Requirement is currently being discussed and will come forward. That places the responsibility, I think, for Police and Crime Commissioners with their chief constables to consider how that linkage takes place.

Q191 Dr Huppert: For example, the NPIA, as you probably know, has a rather gruesome database of images of all sorts of injuries caused by all sorts of weapons. That is clearly something that you would not want to replicate in every single constabulary. It wouldn't necessarily be part of SOCA or the NCA. Where would something like that sit so that that specialist advice or forensic anthropology and all those other forensic techniques can be accessed somehow for serious crime that is not organised?

Trevor Pearce: Clearly, a place will need to be found for that, whether that is within the NCA architecture, or whether it is within the proposals of ACPO taking on more responsibilities, but I take your point. The value of that is immense in serious and major crime investigations.

Sir Ian Andrews: I think, if I may add to that, Dr Huppert, in the Green Paper last year, there was reference to the functions currently within the NPIA. But very clearly the National Crime Agency was intended to be an operational crime-fighting organisation, and it was made clear in that Green Paper that there were issues about those functions, and we would be very careful to avoid distracting the leadership of the National Crime Agency from their primary task. That clearly needs to be a factor, but those decisions are, if I may suggest, for the Home Office and for Ministers.

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Q192 Dr Huppert: You would not welcome them in the NCA?

Sir Ian Andrews: I think that in terms of the implications, there are some aspects of what goes on in the NPIA that might find a role in the NCA. I think a lot of it would be better not within the NCA because it conflicts with that role of operational crime fighting.

Q193 Alun Michael: As I take a slightly different view on this to Dr Huppert, perhaps I can put it the other way: would you be concerned if the clarity of the emphasis on organised crime, and therefore the threat to infrastructure rather than just the seriousness of the offence, were to be a changed emphasis?

Trevor Pearce: I think it is absolutely vital we maintain a focus on organised crime. As the Green Paper sets out, clearly the organised crime command is one element of it. I think it is how within that architecture you can place something that brings together, if there are, a range of other operational support functions that are of value, and I think the key issue here is that they are best delivered nationally as opposed to locally or regionally. I think that has to be done on a case-by-case basis according to the capability.

Sir Ian Andrews: I think Mr Michael makes a very important point here, because I think what is also new is the machinery of the National Security Council, which has, in my view quite properly, put organised crime in its proper place in the national agenda, and indeed recognised it as a Tier 2 threat to the United Kingdom. It is absolutely in response to that recognition within the National Security Council that the NCA is being put forward, as I understand it from the Green Paper, as part of the response to that serious threat.

Q194 Alun Michael: Thank you. Coming back to the question of the way in which the new body will operate, one of the things you have said is that national tasking and co-ordination will bring greater coherence and provide reassurance over the reaching coverage of law enforcement efforts against organised crime. Can you explain what you mean by “national tasking and co-ordination” in that context?

Trevor Pearce: I do not think the model has been fully described, but I think there has to be a way in which you can identify the key threats and priorities and how you then ensure that those are dealt with, either on a national, local or regional basis: this whole concept of a golden thread of locally to internationally.

Q195 Alun Michael: Would it be fair to say, then, that you are not saying that will automatically be the case, but that you believe that the way in which the new body is set up needs to deliver that sort of—

Trevor Pearce: It needs to deliver that. Sir Ian was talking about the Coalition of the Willing in terms of the United Kingdom threat assessment control strategy, which is something we try to do in SOCA in order to engage the various parties. The Home Office took responsibility for that in 2009, but it is still this Coalition of the Willing.

I think there needs to be a distinction about what tasking should be at this level. It is not about saying,

“Those three police officers from that force should go work in that force for x number of days”. I think it is picking up on the key threats and the key thematic issues to make sure we have a consistent response.

Q196 Alun Michael: I think that is the reason for asking this question, because if there is going to be an improvement in the national tasking and co-ordination, that will only happen, won't it, if the new body is established in the right way and there is clarity about both the tasking and the co-ordination? Have you, as an organisation, set out what you believe ought to be the model for the new organisation, and is that something you could share with us?

Trevor Pearce: We have not contributed in absolute detail for this. I think this is the second order, which is going to be worked through with officials in due course. But, as I say, I think this has to be around the key themes and the key threats, and making sure we have a considered response using the right resources. Because, if we are focusing on the organised crime area, then of course the response is not just about SOCA or the police. There is a broader set of Government departments, local agencies, et cetera, particularly crime and disorder partnerships, or community safety partnerships now, which need to be engaged in this. I think the important thing is making sure that this is cross-governmental and cross-agency, because that is the way the response should take place.

Alun Michael: I am sure that is the case, but what we have heard in your answer is that it is not necessarily written in at this stage, and I think perhaps what, if the chairman is willing, we might ask is: could you set out for us your views about how national tasking and co-ordination ought to be arranged in the new body? Because as the committee responsible for scrutinising the way this is done, it would be very useful to us.

Q197 Chair: We will set you a slightly longer deadline than noon tomorrow for that one.

Sir Ian Andrews: We did, of course, touch on that in our written evidence, which you already have, so it is an expansion on that. Could I just pick up on that, because I think the Green Paper made very clear that the NCA would build on the capabilities of SOCA. It is very tempting to think of that very much just in the dimension of policing, but as the DG said, there is a huge range of partners, not just across law enforcement and intelligence, but in the private sector, the wider public sector, the third sector, and regulators, both domestically and internationally. And domestically, not just within England and Wales, but across the United Kingdom as well, and by implication, the NCA will take on that wider role. That is why it is so important that it is seen in the context of the national security infrastructure, because for the first time we will have the machinery to target our efforts in the most effective way.

Alun Michael: That is why this more detailed response would be very welcome.

Q198 Steve McCabe: Gentlemen, you welcomed, in your written evidence, the creation of the NCA, and you said that it would ensure more law enforcement

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activity takes place against more organised criminals at reduced cost. Where is the saving?

Sir Ian Andrews: I will ask Mr Pearce to address the detailed aspects of that, but I think, again, the Green Paper flagged up something we have developed in SOCA called the high volume operating model. Within organised crime, we have identified, at the last assessment, some 9,000 individuals, all of whom are covered by SOCA programmes of work. That is part of at least 38,000 individuals known to be involved in organised crime targeted on the United Kingdom. We will have the opportunity, when the NCA is in place, to share that data set more widely and to have an effective way of prioritising a tiered approach to the right people at the right time.

Of course, it will also go way beyond organised crime, as we have said, and therefore just the ability to get a coherent law enforcement response to a range of activities in which organised crime groups in particular—they don't specialise in one commodity. They will specialise in whatever area of crime they happen to think offers the least risk and best return at a particular time. What we are also able to do is to deliver the enabling infrastructure for the National Crime Agency in a much more effective way, because it can be developed in stovepipes or it can be developed as a single platform. Trevor Pearce, I know, would like to talk about that.

Trevor Pearce: I would like to pick that up. I think the intention is to make sure there is coverage for the 38,000 who have been identified across the UK—there are some Scottish numbers in this as well—9,000 of whom are the responsibility of SOCA that we have identified, and we shall be working against them. We would not previously have been able to have the coverage. What we have been able to do through the intelligence analysis is to make sure that we have a range of approaches. That is from a multi-agency, multi-intervention approach to particular groups, which is costly, and we do not have the resources to tackle all in that regard, through to single approaches through coverage, which enables us to encourage and lever up other action. An example: we were not able to put evidence of conspiracy around the importation of controlled drugs, even in our major cities. However, knowing that the businesses of the individual involved were used as an enabler, working with the Fire Service, Health and Safety, local councils in terms of environmental health, and the UKBA, we were able to go in to deal with illegal working and to close down the businesses that supported that criminal organisation. That is a much cheaper response than carrying on a long-term proactive investigation. It enables us to put our resources to other targets, but it has an effect, and I think that is the important thing. We can now extend that effect.

Q199 Steve McCabe: Would it be right to say that the structure of your existing organisation has made it difficult to move against these 38,000, but now we are going to see far more activity at lower cost, because you have different structures? Is that right? Is that what you are telling me?

Trevor Pearce: What has happened over the last five years is, all relevant partners—that is, in terms of

ACPO and other national agencies—have gone through this exercise of identifying and mapping the 38,000. We, having invested in new technology, now have the ability to look across that in a way that we have not done previously, very intuitively, and to segment it in the market. The developments which have taken place over the last five years have put us in a position whereby we can move forward with some new approaches and to ensure that we have coverage against all of those who have been identified as posing these key threats.

Q200 Mark Reckless: Sir Ian, I wonder if you could tell us a little bit about the governance structure of SOCA, and in particular how your role of Chairman and that of your board work in overseeing their work?

Sir Ian Andrews: Yes, by all means. Indeed, we covered that also in our written evidence. I am very clear, as I recall describing to the previous Committee when we last met, I think, Mr Chairman, that the Director General is operationally accountable for everything that goes on within SOCA. But SOCA as a body corporate is the Board, and as the Chairman of the Board I am responsible to the Home Secretary for overseeing and holding the executive to account for performance against the priorities that she has specified; for developing a strategic plan in response to them; and then reporting to her, and through her to Parliament—and indeed, this is part of that process—on the performance of the organisation.

Indeed, following my last appearance here under the previous Committee, we instituted the regular six-monthly reporting letter to explain the activities that we are involved in. But that is not the only aspect of governance. The Serious Organised Crime and Police Act, which enabled SOCA to be formed, was very clear about requirements on us to publish a plan before the beginning of the year and to publish an annual report on our activities after the end of the year, and also, we are subject to the full range of oversights of the various investigatory powers tribunals, independent judicial commissioners, HMIC and so on. Also, of course, every day in the courts, SOCA officers are having their performance tested by juries, by judges and by the cross-section of society, so I am very comfortable with the totality of that oversight mechanism.

Q201 Mark Reckless: I will come back to just slightly focus your answer on the changes in governance where we are seeing the movement from the Police Authority to the elected commissioners. I wonder, perhaps, how you characterise your current role compared to that exercised by a Police Authority, and whether, with the move to the NCA, it might be appropriate for the elected commissioners to have some involvement, perhaps through a representative on the board of the NCA, or something similar. Have you any thoughts on that?

Sir Ian Andrews: I am sure that the issue of the appropriate governance for the NCA will be something that Ministers will work through, and quite rightly, something which I would expect Parliament to take a significant interest in.

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Q202 Mark Reckless: Do you have a view?

Sir Ian Andrews: I think that it is only fair to say there are a number of models that one could use for the governance of a future National Crime Agency, and I can see various options. I can see pros and cons for all of them. As I say, I think this is absolutely something which, quite properly, I would expect the Home Office to take a view on, because this is putting in place an organisation that, if it operates in the way that SOCA has, will be working in accordance with the priorities set by the Home Secretary and against the background of a landscape that includes the Strategic Policing Requirements and an Organised Crime Strategy. All of these things are in gestation and are in the process of being brought through. Whatever is put in place clearly will have to satisfy scrutiny in Parliament.

Q203 Dr Huppert: Can I just ask about the relationship with local police forces? We have heard from the Association of Police Authority Chief Executives that this will be quite important. I'm not sure SOCA has a great reputation for having built those relationships with all the local police forces, but I don't really want to focus too much on the past. What should the NCA do to try to work with all of those police forces to foster a really good working relationship?

Trevor Pearce: I obviously understand your remit is within England and Wales, and, of course, we have 52 police forces within the UK and SOCA, and I presume that the NCA will follow with a UK-wide remit, so we have to look at the different structures in the two other jurisdictions.

The whole nature, as you say, is changing, and the relationship through the Strategic Policing Requirements with chief constables and police commissioners clearly needs to be understood and engaged in. I think the importance of the Organised Crime Strategy, which we are expecting in June to set a framework for those engagements, is again vital, because in 2006 we did not have an Organised Crime Strategy that brought together or brought the commitment from a range of partners in this. Fundamentally, that is there. This is about making the join between local policing and indeed the national, with the regional complexities, which sit in the middle. So we will have to, as the NCA will have to, I am sure, have a clear engagement with local policing engaged through some mechanism. Exactly how that sits within a governance structure is difficult, but I think the nature of the relationships with the NCA will be very complex, because if we take the potential components that may fall in it, there are many cross departments. The notion of having to use a range of different partners, both in the public and private sector, regulatory and non-regulatory, and then the international dimension, means that there are a challenging amount of relationships, but clearly, a key one is with territorial policing across the UK.

Q204 Dr Huppert: Do you have any thoughts at all as to how that might be done? You have had a few years of experience of some approaches, which

haven't always been successful. What would you suggest?

Trevor Pearce: There has to be a forum through which I think the explanation takes place. In the previous world of a National Crime Squad and a National Criminal Intelligence Service, the Police Authorities had some representation on the service authorities, so there was some engagement. I think we need to understand this, as I say, in the context of the SPR as well as the emerging relationships. But as we have done, and the Chairman has said, I think, within the last six months with the association, the Police Authorities' conference, that we need to explain what the national requirements are and what the national benefits are to enable that join-up to take place, because clearly these problems are not solved in isolation in any one dimension.

Q205 Dr Huppert: Are you suggesting that Police and Crime Commissioners, again, when they happen, should play a leading role in governance of the NCA? What would your link be?

Trevor Pearce: This is clearly to be worked through, and this is a matter for officials to advise Ministers on. There needs to be an understanding at both levels of the capabilities and the responsibilities of the various partners. As I said, the Strategic Policing Requirement will set out those, as I understand it, at a high level across a range of national responsibilities, which, locally, have to be taken account of. I think that is one of the challenges that will fall out of the tasking regime: how do you make that engagement?

Q206 Chair: What about counter-terrorism? Do you think that that would sit easily in the National Crime Agency?

Sir Ian Andrews: Again, going back to last July's Green Paper, there was a recognition that at some point in the future, counter-terrorism might be an appropriate fit. I think that is something which should be played long. Personally, I would be—

Q207 Chair: So you do not think it should be?

Sir Ian Andrews: I don't think I have a view, other than that the Green Paper very clearly said that it is something that needs to be addressed.

Q208 Chair: We are inviting you to have a view, rather than repeat what is in the White Paper, from the point of view of what SOCA thinks. You will not get into trouble, I assure you, when giving evidence to a Select Committee of the House. Do you think that counter-terrorism should be put in the National Crime Agency that will be established in 2013 or not?

Sir Ian Andrews: In the early stages, in the short term, I don't think it should be, no.

Q209 Chair: So you agree with Sir Paul? Do you agree with the Commissioner?

Sir Ian Andrews: At the right time in the future, the question should be asked. But we need to make sure—

Q210 Chair: The Commissioner said it should not be in there. He thinks it should be handled by the Met. Do you agree with him or not?

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Sir Ian Andrews: You need to make sure that the National Crime Agency is developed, and I think it is being developed without counter-terrorism. If at some point in the future, way beyond the Olympics, that was to be an issue, that would be the right time to address it.

Q211 Chair: On establishment, do you think it would be not the right thing to do to put counter-terrorism within the National Crime Agency?

Sir Ian Andrews: It would have serious implications for both for counter-terrorism and for the National Crime Agency.

Q212 Chair: That is very helpful. What about your views on CEOP? Where do you think CEOP should go? I think that one of the concerns is that a number of SOCA officers have left SOCA and are now working for CEOP. Is that right? Do you know how many of your officers have transferred?

Trevor Pearce: Other than the secondees to CEOP, all the CEOP permanent staff are SOCA officers.

Q213 Chair: Right. Do you have a view as to where CEOP should go?

Trevor Pearce: Clearly, a decision has been made that Ministers have decided upon. I know you have had Peter Davis before your Committee before. I think, in terms of the six factors that were set out as how you maintain an identity for CEOP and how it works within the national structure, that is an appropriate way forward. We have supported CEOP over the last five years in terms of its infrastructure.

Q214 Chair: So you have no concerns that some of the very special identity of CEOP and the expertise that it has developed over the last few years might be submerged within a National Crime Agency that is going to be a very big organisation indeed?

Trevor Pearce: I think, in terms of the assurance of those six points—and that assurance has been given—CEOP can operate effectively, having its unique identity. Its specialism was getting, as it does now, value from the specialist, technical, covert and other infrastructure resources from SOCA.

Sir Ian Andrews: And supported by the National Crime Agency infrastructure in a way that it simply could not be supported if it was on its own.

Q215 Chair: You have given us some very clear written evidence. What would be very helpful, as Mr Michael has indicated, is if you could just give us a synopsis of your current functions and where those functions will go as far as the new landscape is concerned. Or are you telling this Committee that every one of the functions of SOCA sits quite happily within the new NCA?

Sir Ian Andrews: My understanding is that what is now SOCA will be at the heart of the organised crime command, which will be part of the NCA. Everything which SOCA does now, therefore, will be part of the NCA as long as it remains appropriate in the future.

Q216 Chair: It is not like the NPIA, where some of those functions will stop, and we do not know as yet where they are going to go? The whole lot of SOCA, we are basically just changing its name?

Sir Ian Andrews: No, because the NCA is fundamentally different from SOCA. It is a larger organisation. It operates in a different environment because there is an Organised Crime Strategy and a Strategic Policing Requirement, and at the head of the NCA, you will have the authority to task national law enforcement assets in terms of prioritisation against targets.

Q217 Chair: Can I, in conclusion, thank you for giving evidence, and we will be most grateful to receive both those notes, the one on the seizures and the other one that Mr Michael asked for?

Mr Winnick: The information by Wednesday.

Chair: Yes. Can I also, on behalf of the Committee, ask you to pass on our thanks to your operational staff. We have just come back from a visit to Turkey, and I think we all want to place on record our appreciation to your field officers for the excellent work that they do. Whatever happens concerning structure is a separate matter. SOCA does a superb job in terms of its international work, and this Committee would not like to see that excellent work in any way put at risk. We found the SOCA officers that we visited—and we will be going shortly to look at the situation on the Greek-Turkish border—to be of the highest quality, and they work in co-operation with so many other areas. You are quite right, Mr Pearce. They are actually a model for other organisations, which is why we are a little bit worried. Having become a poster boy for other countries, SOCA is now going to be submerged into the NCA. But we will have to wait and see what happens.

Sir Ian Andrews: Mr Chairman, can I say, thank you for that, and we will certainly pass those remarks on. Trevor Pearce and I have travelled separately in the last month. In his case in Afghanistan; in my case in South America, but also, across the whole of the United Kingdom, every day SOCA officers are working their socks off to deliver what we are all trying to do, whether it is internationally, nationally, regionally or locally, and it is that golden thread of policing and law enforcement that has to be protected.

Chair: Indeed. Thank you very much for coming today. I am most grateful. That concludes this session.

Tuesday 17 May 2011

Members present:

Keith Vaz (Chair)

Mr James Clappison
Dr Julian Huppert
Steve McCabe
Alun Michael

Bridget Phillipson
Mark Reckless
Mr David Winnick

Examination of Witness

Witness: **Dr David Horne**, Director of Resources, National Policing Improvement Agency, gave evidence.

Q218 Chair: Could I refer all those present to the Register of Members' Interests where the interests of members of this Committee are noted. Are there any other additional interests that members wish to declare? Good. This is a further evidence session in the Committee's—

Alun Michael: Sorry, Chair, could I make the usual declaration? My son is the Chief Executive of the North Wales Police Authority.

Chair: Thank you, Mr Michael. This is a further session in the Committee's major inquiry into the new landscape of policing. We want to specifically look at the issue of procurement today. Dr Horne, thank you very much for coming to give evidence to this Committee. Perhaps I can start with a general question. Given the amount of money that the police service as a whole has received over the last few years, including the NPIA, why have the professionals not been more keen to pool resources in order to reduce the costs of procurement?

Dr Horne: I think if you look at the progress of police procurement over the last, say, five or 10 years there is a stronger record of collaboration than may have been appreciated. Let me give some examples. There are 400 collaborative contracts, which the police service has, that is put in place, not just with the NPIA but by procurement professionals across the service working together. I think we have some real track record on the police service's spending. The police service, I think, was the first locally managed public service to have tracked the whole of its spending across 43 police authorities and the NPIA, and one or two others as well, which has given it huge traction in undertaking where there are further opportunities to drive out savings, where there are better opportunities to work with suppliers. We have won awards for our contracts on fleet procurement, for example.

Q219 Chair: The Government still says, and Ministers have told this Committee, that there should be so much more saved, so much public money that could be saved with better procurement, so that means that a great deal of public money has been wasted. Even though there has been progress we have wasted a lot of public money over the last few years by not ensuring we had better procurement. Do you accept that or do you think the Government is just off on a wild goose chase?

Dr Horne: No, Chairman, there are real opportunities for procurement to further deliver in the challenges ahead. We think it is a hugely exciting time in the

police procurement arena. We have some real heroes working, delivering further savings. It is time for those procurement professionals in the service to shine and—

Q220 Chair: How much more can be saved?

Dr Horne: The targets we have been given over the spending review period are £200 million of non-IT procurement savings by 2014–15, and in IT, not just from procurement, £180 million of savings.

Q221 Chair: That is not a huge amount, is it? In the overall police budget £380 million is not a huge amount of money.

Dr Horne: We are not starting from a clean sheet of paper, of course. This is on top of what has already gone before and this is—

Q222 Chair: How much do you think has been saved then, say in the last year?

Dr Horne: In 2010–11 we have saved £49 million against a pretty exacting measure, which is around hard cash savings, so 2010–11 our procurement savings, £49 million, and that is on a sustainable and recurring basis. Now, that will ratchet up obviously as we go through the rest of the spending review period.

Q223 Chair: ACPO spends nearly £3 billion a year with suppliers, HMIC says that £100 million could be saved through better procurement, and the Home Office have indicated that £400 million can be saved through better ICT procurement. Do you recognise those figures?

Dr Horne: I certainly recognise the £100 million from the HMIC. I think that came from last year's report on how the police service can contribute towards £1 billion of savings. As I said, we are working towards a more stretching target than that indicated by the HMIC, the £200 million from non-IT and £180 million from the IT arena.

Q224 Chair: The problem for this Committee is people have come up with these very impressive figures and we have difficulty in knowing who precisely to believe and what to accept.

Dr Horne: I appreciate the difficulty that the Committee finds itself in, which is why within ACPO, and within the NPIA, we took steps last year to work with the Home Office and the then Office of Government Commerce to make sure that we have a very rigorous methodology for capturing procurement

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savings. A small example, Chairman: in the past we might have been able to capture what is called cost avoidance increases, so if prices were going to go up by 10% and you can negotiate and it only went up by 6%, you are still paying 6% more than you were. We have taken those out and our procurement savings now are on hard cash savings.

Q225 Chair: This is talking about taxpayers' money. What is wrong with Ministers saying to the 43 forces, "You must do this and you must do that"? Why have we still left it in the hands of the chief constables to do this?

Dr Horne: Well, I think chief constables will say that they have taken strides to work together collaboratively and we welcome the—

Q226 Chair: No, I understand that, but my question is what is wrong with Ministers saying, "This is what you shall do" and the Home Office deciding that this is where people should buy all their cars or their mobile phones? What is wrong with that in principle?

Dr Horne: Nothing, Chairman. Indeed, the service was supportive of the use of mandation of regulations. We saw that on 4 March when four categories were mandated by the Home Office and done with the support of the service.

Q227 Chair: That is four out of how many?

Dr Horne: The category list is ultimately 500 strong.

Q228 Chair: So we have just had four?

Dr Horne: Well, we want to roll that out. But it needs to be done—

Q229 Chair: Sorry, let's be clear. Only four mandations out of 500?

Dr Horne: Only four—there are 500 categories but what we have done is start with what is the most strategically important and what will be the most important in terms of—

Q230 Chair: So it is four out of 500?

Dr Horne: There are 500 spending categories.

Chair: Yes, I understand that.

Dr Horne: The mandation is simply four, but those four will firstly increase in number over time and—

Q231 Chair: What is the timetable then? If we do four a year I think we will all be pretty old by the time we get to the end. You may still be there but I don't think I will.

Dr Horne: Chairman, the intention is that the list is updated, I believe it is quarterly, and we are in discussion with the Home Office to ensure that there is a steady rollout of that. But can I make the point that it is not just the number, it is making sure it is the strategic value of the categories.

Q232 Chair: What is the four worth? The four categories that you have mentioned, how much are they worth?

Dr Horne: Over the spending review period, just doing the maths in my head, Chairman, but it's around £500 million.

Q233 Chair: And the rest of the 496 is worth what?

Dr Horne: Over police spending of just under £3 billion, it will be £2.5 billion still to come. But, Chairman, can I say in rolling out those regulations there are some real opportunities ahead. Perhaps if I can clarify—

Chair: I am sure we will have other questions that we will probe you on.

Q234 Dr Huppert: Can I start off by asking about what is going to happen to non-IT procurement and IT procurement? As I understand it, non-IT procurement is expected to move to the Home Office. When will this happen and have you been talking to them about it?

Dr Horne: Indeed, Chairman. The Home Secretary wrote to the Chairman of the NPIA on 21 February saying that she expected immediate progress to be made on transferring the non-IT procurement function from the NPIA into the Home Office. We picked up pretty quickly with Home Office colleagues to ensure that we have a transfer that can be done swiftly and it can be done properly and it can be done professionally. Our timetable, at the moment, has just been put on pause, pending some clarification of decisions from the Home Office, but we want to make sure that this transfer is undertaken swiftly to minimise two things: to minimise the risk in the delivery of those further procurement savings, that £200 million that I spoke about. We want to make sure that momentum continues with the service and with the staff. The second element is there are 25 staff involved who have been good public servants. There have been some real heroes in delivering for the police service and we want to ensure that they are treated with respect and dignity in this transfer.

Q235 Dr Huppert: Indeed. I am fascinated that immediate is over three months, but that tells me something about the Home Office. Do you think the Home Office will have the expertise needed to do non-IT procurement competently?

Dr Horne: The Home Office undoubtedly has strong commercial expertise. What I would say is that it still needs to develop those good relationships with the service to ensure that there is a proper appreciation of the operational requirements around policing, and the non-IT services do need those good relations with police chief constables, and increasingly police and crime commissioners, of course.

Q236 Dr Huppert: I expect I could continue to query them. We will have a chance to talk to the Home Office a bit later. Can I just turn briefly, Chair, if I may to IT procurement and what the NPIA's comments have been on that? It seems the latest suggestion is there may be a GovCo, that we would abolish NPIA and replace it with something else by a different name to do a similar function. Is that a fair description? What is your take on that?

Dr Horne: We are awaiting clarification from the Home Office and the Home Secretary as what those proposals will be. I am conscious the Committee will be having my Chief Constable, Nick Gargan, next week. In the meantime, though, we are taking steps to

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ensure that the procurement contribution to delivering IT savings and efficiencies for the police service is a very strong one. The savings that I mentioned earlier, we have some good examples around, for example, purchasing of IT consumables. The contracts we have put in place will deliver, just for that one, £18 million of savings.

Q237 Dr Huppert: But in terms of the future landscape, what advice have you given to the Government about what you think should be happening with it?

Dr Horne: We said that they—where that procurement sits in that landscape is a decision for others, but we have made four key points around the future of IT procurement. The first point is that it is so closely aligned to the ISIS programme, the convergence across police IT, the big programme that is under way. Procurement is such a fundamental driver of the delivery of those savings. They need to work hand in glove, cheek by jowl.

The second point we have made is that the IT procurement function needs to have proper commercial nous, proper commercial leadership to deliver against what is a very hard-edged market. Thirdly, it needs to make sure that it is working closely with Government IT because of the huge drive and changes that will be coming forward. Fourthly, it has to make sure that it works with the service to have an appreciation of those operational requirements.

If I may just add a further point, which is to say it also needs to be very close to the CEO's desk, or whoever is leading in that.

Q238 Dr Huppert: Where would you personally choose to put that function?

Dr Horne: If I can repeat, we have said consistently that that should be a matter for others to determine.

Q239 Dr Huppert: But if it were up to you, what would you choose?

Dr Horne: I would look at that broader police landscape and I would be concerned if there was a degree of fragmentation in that future portfolio of policing. I think, and this is a personal view, that we may see a dilution of the police service spending power if there are multiple bodies in a new marketplace. At a time where we are encouraging the service to be joined up, to operate as a single entity, to work with suppliers as a single entity, I think there are some risks in having a more crowded landscape.

Q240 Alun Michael: Can I just stick with that for a moment? I was pleased to hear you say that it has to be central and the buck has to be on the CEO's desk, but one of the problems with procurement in the past has been unrealistic timescale and unrealistic cost envelopes at an early stage of the scheme. How confident are you that in new arrangements that will be thoroughly understood and that we won't lose the lessons learned over many years?

Dr Horne: Quietly confident, but let me clarify because there is a momentum here around the delivery and the changes as part of that ISIS programme, which we are seeing the first fruits of already. Three

examples, if I may, just to give some confidence as to why I think we are on course. The first is taking advantage of the national arrangements we put in place through those mandated regulations. Over £3 million has been put through the central supplier for that since 4 March, we are getting good management information from that, and we are on course to deliver the £18 million of savings that arrangement will bring. Another example is around renegotiation of the fingerprint contract, which will deliver £6 million each year—

Q241 Alun Michael: With respect, that is about savings. What I was concerned with is that there is effective procurement and that requires sufficient money going into the contract, realistic figures, in other words, and realistic timescales.

Dr Horne: Yes, I am conscious of that. I think those timescales are stretching, particularly for some of the work we are taking forward with forces in Essex, the Athena work, which will take time to get these things right, but I think there is a large prize to be had in ensuring that there is much greater interoperability, much better efficiency for the delivery—

Q242 Alun Michael: I have no doubt about that. My question was entirely about the realism of figures and timescales, and that is where the public sector has been bad on occasions in the past.

Dr Horne: Yes, but if I may, of the £180 million that has been set for us for IT savings, our results for 2010–11 and our early indications for 2011–12 mean that we are set fair for that, but I realise it is going to be more challenging as time goes by.

Q243 Alun Michael: Turning back to the compulsory national framework agreements, which the Chairman asked you about: how are they working in practice? I am looking more at the detail of things. Do forces still have an element of choice so they are able to call off and make choices within what is available on a national contract, or is it simply one product for each category?

Dr Horne: Forces do have an element of choice, and if I can take the first part of your question, just how are those four contracts or four areas of spend working out? They are working out very well. We took stock of these at last week's ACPO procurement portfolio, which I chair on behalf of the service, and the feedback is very positive. The four contracts cover fleet, they cover body armour, and they cover IT hardware and IT software. £3 million put through on that IT hardware and software. The fleet contracts, we are getting some very strong results through the regional competitions, which took place last month and this, driving down further savings, and these are on whole life costs, I should say, not just on prices.

Q244 Mr Clappison: Can I take it from your previous answer that you will be well disposed towards extending the agreements to other categories?

Dr Horne: Very much so, to ensure that we can capture that £200 million with confidence, that we can work forward. We think that there are further categories that could be added in.

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Q245 Mr Clappison: Can I tempt you then into indicating what those categories might be and what proportion of procurement might end up being covered by these agreements?

Dr Horne: If I can answer in two parts.

Mr Clappison: Yes, it was a two-part question.

Dr Horne: The first is around what further categories. The operationally specific categories, we think things like digital forensics, CCTV, custody, firearms, a rolling list, but the big one will be the extent to which we can adopt the Cabinet Office arrangements for what is called indirect procurement. I am sorry to use a technical term but it is essentially nine categories of indirect, in that it is not supporting our core mission. It is things like energy, it is things like office supplies, it is things like business travel and so on, where the Cabinet Office is putting in place agreements for the whole of central Government. If they can be applied into the police service we think there is a real prospect for delivering further savings quite briskly there, and that will cover the second part of your question, a good element of the police spend in terms of percentages, it will put us over the halfway mark, I believe.

Q246 Mr Clappison: At least one police force has made a submission that forces should be able to buy when they can get something more cheaply from elsewhere. Do you agree with that?

Dr Horne: I think it brings issues with that. The first point I would make is that there is an element of choice already within a limited framework. But we are not working off an à la carte menu here; it is much more down to the sort of table d'hôte or even sort of dish of the day options. But I think if your question implies that having put—

Q247 Mr Clappison: Usually the à la carte is more expensive, but it is sometimes possible to get a cheaper meal on à la carte than on table d'hôte.

Dr Horne: Perhaps more on the dish of the day. But I think if your question is that we can have a menu that we can pick and choose from and the individual forces or their authorities can dip in and dip out of as they will then I think that risks putting back and diluting some of the savings prize that lies ahead of us. I think if you look at the evidence, not just in policing but from Sir Philip Green's review of government public sector procurement, the NAO studies of how the NHS do purchasing, the general conclusion is that when you get local procurement you get huge variations in prices for standard consumables and standard commodities, and we think that by brigading and leveraging that spending power we can harness it more effectively by working better together. Now, it is not to be arrogant and say the centre always has it right or we have invented it therefore it must be the best. That is not the case. It is making sure that there is effective feedback between forces, between authorities and the centre to ensure that we have effective arrangements.

Q248 Mr Clappison: You say the Government has made it compulsory for forces to use the national framework agreement to get the IT they need from,

and I quote, "one pre-approved supplier". Do you see any problems arising from that in creating a form of monopoly supplier?

Dr Horne: I think monopolies and procurement professionals are always uneasy bedfellows. We think there are real risks around monopolies and they are only entered into, I think, with the deepest of caution. The particular supplier for IT consumables and hardware does allow subcontracting, so it brings in other multiple suppliers. It is not just forcing a single route down, for example, HP or Microsoft.

Q249 Mark Reckless: In your written NPIA evidence you hailed the Zanzibar central procurement hub, telling us it would be about linking existing systems to a common marketplace in a style similar to that of online buying. Could you be a bit more specific?

Dr Horne: Yes, it is a terrific opportunity to develop a catalogue across the whole of the police service, which allows some choice but the items you put on that online catalogue are restricted to your core suppliers. The process of rolling out that Zanzibar product is under way at the moment. Kent and Essex are the first to go live, I think it is in July, with Lincolnshire to follow. We are populating it with the supplier content as we speak, so that that catalogue can be used to generate the real efficiencies and business benefits that we are anticipating.

Q250 Mark Reckless: I thought you said Essex were going to be the first to go live with that. My understanding, having been a member of the Kent Police Authority, is there is joint procurement between Kent and Essex. So would it be both of those?

Dr Horne: Yes, correct me if I am wrong. Sorry, I should have made clear, yes, Kent is first in the queue. They did their testing in April, which worked well, and that is now being worked up and I think Kent are going to be ahead in terms of coming first in using the new arrangements.

Q251 Mark Reckless: Is there a danger that with allowing a menu of options, albeit restricting it to preferred suppliers, that is sort of a failure to make a decision between the à la carte and the dish of the day options?

Dr Horne: No, I think it is about markets and risk. I think it is understanding what works best, and if I may just give a couple of examples. For mobile phones, not on the mandated list but the service has a single sole supplier, that is with Vodafone, and that has been very useful in driving down prices, in brigading spending.

Q252 Chair: So all 43 forces have Vodafone telephones?

Dr Horne: There is a national contract, which over half the forces use. I think it is three-quarters, but one or two are holding out and because—

Q253 Chair: So it is not a national supplier?

Dr Horne: There is a national framework we have encouraged to use, but until regulations one or two

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forces will be able to step outside that and stay with their suppliers.

Q254 Mark Reckless: I think the Committee was interested specifically in the role of the elected police and crime commissioners to come and whether they would have a role in perhaps requiring their forces to use a particular procurement system, or is that something that we would still be looking for the centre to either mandate or otherwise, as currently?

Dr Horne: We think the role of police and crime commissioners will be very, very important. The draft protocol, which the Home Office published last week on how police and crime commissioners work—

Chair: Following our recommendation.

Dr Horne: A very helpful one, Chairman. It is rather light on procurement though because it implies that—

Q255 Chair: Do you think it should be beefed up on procurement?

Dr Horne: Very much so.

Q256 Chair: What should it say?

Dr Horne: I think there are four things that would be very useful to say to make sure that police and crime commissioners have a duty to collaborate in terms of procurement, a duty to collaborate for procurement. We think there is, secondly, a very quick win that they can do by having standardised terms and conditions across the whole of the police service to make it easier for suppliers to do business with us. It is something we have tried within NPIA and with ACPO, but were unable to deliver. We still have 43 variants of standard terms and conditions. I could go on, Chairman.

Q257 Chair: What would be very helpful is if you could let us have your views in writing on what ought to go into that memorandum.

Dr Horne: Certainly, Chairman. I look forward to that opportunity.

Chair: That would be very helpful. Yes, Mr Reckless.

Mark Reckless: I think probably quite urgently in terms of—

Chair: By tomorrow, noon tomorrow.

Q258 Mark Reckless: My final point is I understand the advantages of the standardisation of terms and conditions but could I ask, are you alive to any danger in terms of perhaps excluding some smaller competitors from supplying to police forces because of the very structured sort of terms and conditions, which some of them may find quite onerous to comply with, potentially?

Dr Horne: It is a very important point, and can I answer by saying about 35% of our spend by value is with SMEs. It is a very important part of the police business. A large number of suppliers are SMEs, and it is right that we make sure that those terms and conditions do make it easier for those SMEs to enter the market. Our proposals, which we have made to bodies but so far unsuccessfully, to ensure that there is scope for that local discretion. You could have a standard framework based on OGC conditions and a one-page appendix that allows those local variations

to feed in and pick up and encourage SMEs particularly.

Chair: Very helpful, thank you.

Q259 Mr Winnick: Dr Horne, to the extent that there are monopoly suppliers, that is a very profitable form of business, isn't it, for the companies concerned?

Dr Horne: Indeed.

Mr Winnick: Very profitable indeed.

Dr Horne: As I said, monopoly suppliers and procurement are very uneasy bedfellows. If I give a couple of examples. Our Airwave contract, although awarded in competition, and I am very conscious, awarded in competition, that was awarded 15 years ago. Yet, the costs, I, as Director of Resources, see going out to Airwave year after year are very different from what the marketplace is for mobile technology.

Q260 Chair: And it is worth £280,467,000.

Dr Horne: It is a princely sum indeed, and it is one, which because the contract was written 15 years ago, is indexed and it doesn't take real reference to—

Q261 Mr Winnick: The inevitable response would be, I suppose, why monopoly suppliers? Why not allow more local firms to compete? Bearing in mind, as the Chair has just quoted, huge sums of money are being made by these companies, quite legitimately, I am not suggesting otherwise, it is a very, very nice business for those who are in it.

Dr Horne: They are uneasy bedfellows, but I think looking at monopoly you have to look at the market, and in the case of Airwave the size of the market meant that at that time it was value for money to have a national system, which we were used to and working. But where we have sole suppliers as distinct from monopolies—I mean, we have had some problems with police tyres and the sole supplier across the whole of the service has not been working out particularly well, not in terms of pricing but it is around service standards and delivery. So we have done exactly as you are suggesting, Mr Winnick. We are opening the framework and moving away from having a sole supplier to the service.

Mr Winnick: We will have the opportunity, Chair, of the next set of witnesses to explore this further.

Q262 Chair: Indeed, yes. We were very concerned with the reports that police officers were putting petrol into diesel engines and diesel into petrol engines. That does not take consultants to explain how that works.

Dr Horne: No, but it is a very expensive mistake and one that is made rather too often. It is made by some very senior officers as well as junior constables.

Chair: Mr McCabe will continue on police and crime commissioners.

Q263 Steve McCabe: I just wanted to ask one thing about that, Chair. Dr Horne, you seem to be suggesting that some sort of security for the suppliers would be the best way to bear down on costs and therefore you want police commissioners to have these kind of national conditions and agreements and protocols. Isn't the danger of that that you are weighting it in favour of the suppliers, and what the

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Government intends by police commissioners is they want things shaken up every four years? Rather than have their hands tied, they should have freedom to say, "You have four years to get this right and give us a good deal, and if you don't the next guy is going to change the supplier".

Dr Horne: A very good question. Let me just answer by saying a lot of our contracts work on frameworks, which allow a limited choice. Topical is around the fleet, for example, where we have been working through regional frameworks, giving suppliers an assurance of volumes, the first time this has ever happened, to say to four particular suppliers within this region, "We can guarantee you this number of vehicles over the three-year life of the contract, or whatever it is; give us your best prices on this basis". We are getting some very strong results as a result of that, and that is being able to give suppliers more certainty. It is not around diluting competition.

Q264 Steve McCabe: But in the example you just gave about the Airwave contract, that is clearly not what happened. They got tied in to quite a long term contract but they could have got a much better deal if somebody had come in at a four-year cycle and said, "This isn't good enough".

Chair: It didn't work for some of the time, that was the problem with Airwave. It didn't work in the Underground, did it?

Dr Horne: It has now been successfully rolled out in the Underground.

Q265 Chair: Yes, but during that time. What is the answer to Mr McCabe's question?

Dr Horne: Well, I think it comes back to market and risk. Airwave, huge investment needed, long term returns for the supplier over a 20-year life, letters of PFI contract, now getting quite old, starting to decay, so we need to be, within the procurement world, savvy about what are the best opportunities to drive further value in the light of the expiry of that contract. That is quite different for more sort of standardised regular items, operationally important, not quite as important as Airwave, but things like fleet and body armour, some of the IT work that we have spoken about.

Q266 Chair: Very helpful, Dr Horne. Thank you very much, you have been extremely helpful. We will write to you again on a number of these issues, because we are very keen to look at the area of procurement. You have raised a very important point about police and crime commissioners and the protocol, and we would be most grateful if we could have your thoughts by midday tomorrow.

Dr Horne: Indeed, Chairman, thank you.

Chair: Thank you very much, Dr Horne. Could I call to the dais Terry Skinner and Tracey Lee.

Examination of Witnesses

Witnesses: **Terry Skinner**, Chair of the Justice and Emergency Services Information Communication Association Group, Intellect, UK trade association for the IT, telecoms and electronics industries, and **Tracey Lee**, Head of Emergency Services, Steria, gave evidence.

Q267 Chair: Thank you very much for coming to give evidence to us. Both of you have had a career that has taken you from the private sector to the public sector and maybe back again, who knows where you will end up. Observations in 30 seconds from each of you as to why is it that the private sector appears to be doing things that the public sector can't do. Why is it cheaper done by the private sector?

Mr Winnick: I am slightly confused, if I may interrupt for a moment. We were to have Gavin Chapman. I take it that Tracey Lee is representing the company instead.

Tracey Lee: Apologies. I am representing Gavin Chapman, yes.¹

Mr Winnick: Mr Chapman is where?

Tracey Lee: Sorry, he had other commitments and sends his apologies.

Chair: Right, okay. He is not available?

Tracey Lee: No. Sorry, just to introduce myself then. I am Tracey Lee, I run the Emergency Services business for Steria and I am here representing Gavin Chapman, who is our Chief Operating Officer. Apologies if that wasn't provided.

Chair: It is just that our papers give us a different witness. You are clearly not Gavin Chapman.

Tracey Lee: No, I am clearly not Gavin Chapman.

Chair: I think we can all agree on that. Observations: why is it the private sector can do things cheaper?

Terry Skinner: In terms of procurement, I think there are two main points we want to make. I represent Intellect, which represents over 750—

Q268 Chair: Before you make your points, why is it that it appears that the private sector is able to do things cheaper than the public sector?

Terry Skinner: They look at the business problem and take an holistic view of how you solve that business problem against specific outcomes and specific objectives. I think a lot of the public sector, in particular the police, do not take that view when they come to solving a business problem. Instead of engaging with the IT industry to say, "Here is a problem we have, these are the outcomes we want, these are the objectives we want to achieve, how would you best advise we do it?" they try and do it themselves and procure bit part technology, and try and reinvent the wheel most of the time.

Tracey Lee: I think from Steria's point of view our core business is around business process improvement, so we have a number of—

Chair: Sorry, you will need to speak up because the acoustics are not very good.

¹ Steria informed Committee staff the day before the session that Tracey Lee would be providing evidence on behalf of the company

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Tracey Lee: Apologies. If I lean forward that probably will assist. Our core business is around business process improvement and outsourcing. As we have a range of private and public sector customers already, we can take what represents best value and we can offer more industrialised processes in support of police. So that is what we try to do, and I guess what is also helpful, from the private sector point of view, is there is a number of procurement requirements placed on policing and natural accountabilities to the public that restrict the decision-making processes to improve.

Q269 Chair: Indeed. Is there a tendency for those in Government—and in these circumstances we mean civil servants, and we will be hearing from them after you have given evidence—that they go back to the same people they have dealt with before because they kind of understand that the people who they have used before have delivered to them on certain issues?

Tracey Lee: I am not sure I would comment that they have particular friends, but I think it is very important in the police market that whoever they choose to partner with understands the nature of their organisation, the pressures that they face, and interprets the art of the possible in an appropriate, proportional way to support policing rather than just take a generic solution and try and make it fit, because clearly that is not in the public interest.

Q270 Chair: We have a list of the top 10 suppliers of IT, obviously headed by Airwave at £280 million. The total spend last year was £654 million on IT, and that is an enormous amount of money.

Tracey Lee: Yes.

Chair: How do we know that these groups are performing their contracts adequately?

Tracey Lee: I guess within the contracts that we perform we have very stringent service levels, and requirement to demonstrate value for money, so I would expect that those provisions should be made for other contracts of that size.

Q271 Chair: Mr Skinner, are there penalties? For example, if SunGard Public Sector Limited does not perform its contract there are penalties written within that contract, which they will need to pay to the Home Office?

Terry Skinner: I can't speak for SunGard, I can speak for—

Chair: I just use them as an example.

Terry Skinner: Yes, but almost certainly there would be, and for my company there most certainly is.

Q272 Chair: So every single IT contract would have penalties on performance?

Terry Skinner: It would for the larger contracts certainly, but for the small SME suppliers to the police service not necessarily, because if all they have done is sold component technology, hardware or software or something, to a bigger system the SMEs would probably not get penalised. The integrator, the prime would certainly.

Q273 Chair: You have both been in the public and the private sector. You, I think, were involved in Thames Valley Police at some stage.

Terry Skinner: Yes.

Chair: Looking at this figure of £654 million, do you think that there could be savings made on that figure?

Terry Skinner: Yes.

Chair: You do?

Terry Skinner: Yes.

Q274 Chair: How much?

Terry Skinner: I wouldn't like to—

Chair: As a rough guess.

Terry Skinner: Probably 20%.

Q275 Chair: 20% of this IT bill could be saved?

Terry Skinner: I believe that the police overspend on IT by at least 20%.

Q276 Chair: Why do they overspend by 20%?

Terry Skinner: Because of their bad procurement process, and also the way they engage with industry to supply their solutions.

Q277 Chair: What is the mechanism by which you can tell the police or Ministers that this overspend is occurring? How do you engage with them? Do you send them a letter and say, "By the way you are spending 20% more"?

Terry Skinner: No. We network with senior ACPO officers and make our views known, and at Intellect, with the membership of the 700 companies that we represent, certainly make their views known.

Q278 Chair: Is it standard that they should have contracts that go on for 15 years, such as the Airwave contract?

Terry Skinner: 15 years is rather long, but if a major company is going to make a major investment or partner with the police force then it can't be for one or two years. It needs to be for a reasonable length of time, so that they can work together to make that a viable proposition.

Q279 Chair: If we write to you, you could write back to us and give us examples of how this money could be saved?

Terry Skinner: Our membership would be delighted to supply you with examples.

Q280 Mr Winnick: Your background, Mr Skinner, you have explained, and we have information about that, all perfectly above board, quite legitimate, but—the "but" is simply to confirm that, as the situation is at the moment, you are involved with Serco?

Terry Skinner: I am, yes.

Q281 Mr Winnick: You are employed by Serco?

Terry Skinner: I am indeed, yes.

Q282 Mr Winnick: And you get a salary from Serco?

Terry Skinner: I do.

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Q283 Mr Winnick: Who of course is a very large company involved in the private sector in a whole number of fields. As to your own company Steria, Ms Lee, how long has it been in operation; the company itself?

Tracey Lee: 40 years.

Mr Winnick: 40 years?

Tracey Lee: Yes.

Q284 Mr Winnick: Its main business is providing services for the police, am I right, or are there other aspects to—

Tracey Lee: No, the overall business is delivering ICT and business process transformation. 50% of our business is in the public sector and we have a strong footprint in the criminal justice market. The business I represent is the police business.

Q285 Mr Winnick: Could you, off the cuff, so to speak, tell us the profits the company made last year?

Tracey Lee: I wouldn't have that information available to me, but I could provide it in written form.

Q286 Mr Winnick: It can be supplied to the Committee, can it?

Tracey Lee: Yes, it can.

Q287 Chair: Thank you. The answer to my question about 20% being saved, that was not dependent on all the contracts going to Serco, was it?

Terry Skinner: Not indeed.

Q288 Alun Michael: Two things: one is looking at this issue of savings. You said there are big savings to be made. We are aware of excessive spending on IT by police agencies and lots of Government Departments, but also sometimes of unrealistic expectations in under providing for the cost of introducing new arrangements. Could both of you say how you make sure that we get this right?

Terry Skinner: I think there are a lot of assumptions. When a police force engages on a new programme or project that is IT-related they make a lot of assumptions that things will be easy to put together and deliver, and I think historically they have been very optimistic when they have been putting their programmes together. The problem, I think, the fundamental problem in the way they engage with industry is they want a new solution to solve a business problem. They think they have the expertise in-house to do that, and to be able to design it and bolt it together themselves, and then go back out and procure, as I said, bit part technology, rather than engage with industry in general—it doesn't have to be one company, it could be a consortium of companies—that would recommend the best way of solving that business problem, because it has probably been done in the private sector many times before.

Q289 Alun Michael: The difference though is that the private sector arrangements do not come under the sort of scrutiny that the public sector has; the Public Accounts Committee is the ultimate place for grilling public sector representatives. How do we get the best of both sectors coming together, the transparency of

arrangements that people rightly expect in the public sector, but the relationships being right so that you end up with the right design, timescale and realistic arrangement? Perhaps Tracey Lee would like to have a go at that first.

Tracey Lee: I think it depends on the nature of the engagement and the problem you are trying to solve. For example, if we take the Cleveland contract where the Cleveland Police have outsourced to us their control room, their criminal justice practices, many of the operational support functions and their back office and the way that that contact is constructed very much as a partnership. You talked earlier about penalties around non-performance and so on. In that particular contract, because we are obviously accountable for the KPIs that the forces are having to report and meet, the way it is constructed is we have our own financial penalty because we underwrite the service that will be received with key milestones. We also look at the financial profile. It is a fixed price to the customer, so if we don't deliver in the way that is right for the public and what we set out in the contract we lose significant amounts of money.

Q290 Alun Michael: Reel back one stage. We have on the one hand—and I have had experience of this from within Government as well—the requirement to get the right relationship, so that you are sharing the identification of the problem to be solved and the best means of solving it and all the rest of it, and you also have the sort of thing that the Chairman was asking earlier about how you drive down costs by squeezing out. How do you square the circle?

Tracey Lee: It is about recognising the strength of both parties, and for the police to identify when it is about core policing and for the chosen ICT supplier or business process partner to be able to show the value that they can offer about best practice and things that have worked elsewhere.

Q291 Alun Michael: Can I ask you both then what you think would be the steps that would best get us to the right arrangements between whoever takes the lead responsibility for procurement and the potential suppliers? What are the couple of things that would make the biggest difference to improve this?

Tracey Lee: I think it is—sorry, Terry.

Terry Skinner: No, you go first.

Tracey Lee: I was just going to say, I think it is about how you engage in the pre-procurement process. I think many of the forces are rightly accountable for the public money and the EU legislation, as it stands, makes people concerned about improper relationships with suppliers pre-procurement. But actually the supplier community, if managed in an appropriate market testing way, has access to all sorts of ideas about the art of the possible that will help forces to understand how they want to engage and on what and in what way, and I think that gives a lot more firmer foundation for any procurement thereafter. It also means that it stops the need to define everything to the nth degree on their own before you talk to a supplier, so it truncates the process before those benefits can be delivered and it provides a lot firmer

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understanding and foundation for any future contractual relationship.

Terry Skinner: I would add that the actual procurement process itself needs looking at. It is a known fact, and I have made a few notes, that the average time from a contract notice to an award of contract for a UK police force is 77 weeks. In Germany and in Italy that is about 44 weeks, so it takes nearly twice as long to procure. The reason for that is a lot of police forces, most of the ones I have certainly had any experience in dealing with and worked for, are very, very risk-averse. They will always engage OJEU process, OJEC processes, just in case there is any challenge. OJEU processes are engaged for procurements from £40,000, £50,000 up to £40 million, £50 million when in reality they don't need to be. So the police procurement processes definitely need to be streamlined.

Q292 Alun Michael: So they need a bit of marriage guidance, do they?

Tracey Lee: Yes.

Terry Skinner: I think so. In addition to that—

Q293 Alun Michael: Who should give that?

Terry Skinner: I am not sure who should give that.

Q294 Alun Michael: It is rather a crucial question.

Terry Skinner: But the other thing is SMEs are then prohibited from applying for a lot of these contracts, simply because the OJEU process costs companies like us a lot of money. The larger companies we can afford it, but if you are—

Q295 Chair: The answer to Mr Michael's question, who should provide this guidance? Should it be Ministers?

Terry Skinner: It should be the Home Office or Ministers, yes.

Q296 Dr Huppert: Can I look at the levels of procurement? I think it was Intellect, Mr Skinner, in your written evidence you wrote that, "Pan-government and framework-based centralised procurement has had mixed results". Firstly, is that something that you would agree with, Ms Lee?

Tracey Lee: Yes.

Terry Skinner: Yes.

Q297 Dr Huppert: So can you expand a bit on what you mean by that and should we be advising police forces and the Government when to do central procurement and when to do local procurement?

Terry Skinner: A balance needs to be struck between local and national procurement. National procurement is absolutely essential when it comes to interoperability, for example intelligence systems or radio systems or communication systems, because it needs to be interoperable across the whole country. That technology needs to be procured nationally. Local services can be procured locally. There is nothing wrong with that. Frameworks work and they don't work. They work very well for commodity items, so if you are buying a car or handcuffs or a laptop or a computer or a piece of software that you

could go down the road to Dixons and buy, great, because you can get real value for money. Frameworks are disastrous when it comes to large scale solution solving, business problem solving, where you need to apply perhaps different rules from one police force to another. Frameworks are fine, as I say, for commodity. They tend not to work when you are dealing with large bespoke system solutions.

Q298 Dr Huppert: Should frameworks be compulsory? My experience of other purchasing schemes has been it has often been cheaper just to go to Dixons and buy something than to buy something through the framework.

Terry Skinner: That is the problem. That is the problem, because some of the retail, the commercial, now you can pick up leaflets to buy laptops very, very cheap commercially whereas the Government frameworks for buying laptops sometimes are more expensive, and that is false economy.

Q299 Dr Huppert: So just to understand, and then I will check with Ms Lee if you have anything to add to this: what you are saying is that for things where you have to have interoperability it must be done nationally.

Terry Skinner: I agree, yes.

Q300 Dr Huppert: For anything else there should be optional but not negatory frameworks for small commodity goods, and for things in the middle they should be done locally. Is that right?

Terry Skinner: The things in the middle you have to strike a balance, yes. Some will need national, some will need local.

Q301 Dr Huppert: Ms Lee, do you have anything to add, in your experience?

Tracey Lee: I agree in terms of the commodity versus the complex, but I also believe that there are large elements of policing activity that are repeatable. One of the opportunities in terms of how police forces respond to the CSR budget requirements is how they brigade some of their services that are more commoditised, such as some of the back office functions, to get scale, which would require more consistency in terms of business process. I think one of the debates, which I know is ongoing in the market, is where should discretion lie and what really is about differentiating the local service to communities and therefore should stay locally, and where is there an advantage to the service to brigade some of those to benefit from some of the economies.

Q302 Mark Reckless: The Home Office tells us that these compulsory national framework agreements, firstly, will reduce duplicated bidding activity by suppliers, presumably a cost saving, and secondly, they claim it will become easier for suppliers to engage with the police service. Do you agree?

Terry Skinner: No, and that is because there is no recognised list of approved suppliers. For every procurement that is done, suppliers like ourselves have to answer a PQQ. We have to validate ourselves against a set of criteria to see if we are a reputable

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company the police can deal with. Again, for the smaller SMEs, of which there are hundreds of organisations out there that can really bring value add into the police service, they can't keep affording to do all of this paperwork. There used to be years ago a preferred suppliers list, that once you got on there the police could do business with you. That doesn't seem to exist any more. Speaking on behalf of our 300 or 400 SME members in this country, that would be a massive step forward to be able to do that.

Q303 Chair: Where are these advertised, these police contracts?

Terry Skinner: On various websites, a couple of websites.

Q304 Chair: You say "on various websites". If you are a small business and, for example, you make uniforms and you want to sell your uniforms to Lincolnshire Police, how would you go about finding out how to do that?

Tracey Lee: There is obviously the published OJEU notices and also the—

Q305 Chair: They would know where to go, would they, small businesses?

Terry Skinner: I wouldn't be able to answer about uniforms. The IT vendors, yes, they do.

Q306 Chair: Obviously if we were selling off a prison Serco would know immediately.

Terry Skinner: Yes.

Chair: But I am talking about all these other firms you keep talking about, the 300.

Terry Skinner: They would know. They know the OJEU websites to go to to see the notice, but then they have to consciously enter a process, which is very, very lengthy and very expensive and at the end of the day it may not be worth them bidding for it.

Q307 Steve McCabe: One of Steria's solutions for getting greater savings and efficiencies is to offshore some of the support services. I wonder if you foresee any risks in that approach?

Tracey Lee: I think the only place where we have offshored is not—just to be clear, the Cleveland Police contract is completely onshore. In fact it is situated 10 minutes up the road from the headquarters of Cleveland Police. But we have the capability to offshore and we do for a number of our customers. In fact the 50:50 joint venture we have with the Department of Health, the NHS shared business service model, that employs a large degree of outsource.

I think the risks in terms of practical delivery are marginal. We have had no problems at all in terms of our outsource. We outsource financial information, personal information, which is equally sensitive to some of the police material. I think it is more a matter of policy and confidence that restricts the ability to look at offshore, and some of the discussions around local employment. So we certainly don't advocate offshoring in our discussions. It is a matter of if a police force says to us to consider it we would consider it.

Q308 Steve McCabe: You don't advocate it but you say: "This approach could be extended to the use of offshore services for...back-office and support functions".

Tracey Lee: No. Sorry, just to be clear—

Steve McCabe: Sounds a bit like advocating it to me.

Tracey Lee: We provided it in our submission to show the art of the possible and to give an illustration of the kind of savings that can be provided and we are confident in our ability to deliver offshore solutions. What I am suggesting is that that is a matter for the police forces to decide whether that is an appropriate solution for them.

Terry Skinner: While it might bring some added benefit in terms of cost, although that is debatable, there is the security aspect.

Q309 Steve McCabe: Well, that is what I was asking about but, anyway, let me ask you one other thing. You specifically cite the Police Reform Act 2002, and the Proceeds of Crime Act 2002 as two pieces of legislation that are constraining the benefits of partnership working with the private sector. I wonder if you could just tell me exactly what it is you are saying needs to be changed.

Tracey Lee: I think it is more about guidance as to how to interpret section 38, which talks around how you can provide delegated authority to deliver some traditional policing functions, because we recognise, certainly in our experience in Cleveland, there is a number of supporting processes that are around analysing information, intelligence crime type statistics, which is a support function. There are other functions, which are around supporting the case management process in its widest form and administration. When you look at some of the operational policing functions you can go a lot further in terms of supporting civilianisation, but it is whether, firstly, the legislation is interpreted in that way, because certainly the conversations we have had with our ACPO customers, it is unclear between section 38 and 39 exactly what the scope of the possibility is, and I think that is where guidance would be appreciated.

Q310 Mark Reckless: Your contract with Cleveland Police Authority, outsourcing the force communications headquarters, is quite striking. My understanding is that the police authority had a very hands-on role in driving that outsourcing through. Could you explain to me why your company has not had more success in expanding that sort of model and selling it to persuade other police authorities to go down that same road?

Tracey Lee: I will split that into a tale of two halves then. I think in terms of the procurement process with Cleveland, the authority took very much the role that it was about value for money in delivering the savings and the police force was very much about the operational resilience of any future operating model and how that would work effectively with the residual part of their organisation. So they took very distinct roles in terms of the procurement process. When Cleveland started, in terms of their procurement process, they did some market testing and realised

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they needed to look at broader scope of supply for it to be attractive for private sector to engage and over a longer term period and to take the investments required in order to allow them to meet the CSR agenda. That is when the control room was introduced. But over the course of that procurement they also invited the various bidders who were involved in the process to provide business cases about how much further they could go to drive out savings, which was when the back offices were involved.

Now, I have to say Cleveland Police Authority and the police force have entertained a number of forces and authorities since the contract award, them personally rather than Steria, to talk about their experience over the two-year period and how that could be reduced, to share some of their requirements to help other forces. I think what many of the other forces have done is taken many of the ideas and tried to implement some of that themselves, and now they are interested in what Cleveland have to offer.

Q311 Steve McCabe: Most of us are familiar with the idea of back offices and frontline policing, but the Government has recently introduced this concept of the middle office as well. I just wondered if you were doing any work on the back and middle office savings, and if you could perhaps help us to understand exactly

what this distinction is that some of us are struggling with.

Tracey Lee: I can't comment on how the distinctions are made, but certainly what companies like ourselves are interested in is looking at how a back office is a commodity area, so it is easy to apply best practice from other areas from day one. So that is available from a number of companies as well as Steria. I think then as you move forward, HR, I think in policing is slightly different because it is a police-based organisation, it drives deployments, so that kind of straddles the line, if you like. Then in the middle office area some look at criminal justice processes, which is case management. Many of our type of organisations and the ones who are joined to Intellect—

Q312 Chair: Are you saying that everything, apart from the police officer him or herself, in the police village is capable of being outsourced?

Terry Skinner: Our view is that unless you need a warranted officer to do a function, you could have public and private partnership to do every other role, yes.

Chair: Good. On that cheerful note, can I thank you both for coming in. We may well write to you again before the inquiry is completed in order to find out more information. Thank you very much for coming.

Examination of Witnesses

Witnesses: **Bill Crothers**, Group Commercial Director, Home Office Procurement Centre of Excellence, **Ian Forster**, Commercial Director, Home Office Financial and Commercial Directorate and Procurement Centre of Excellence, and **Nigel Smith**, Former Chief Executive of the Office of Government Commerce, gave evidence.

Q313 Chair: Mr Smith, Mr Crothers, Mr Forster, thank you very much for giving evidence. That must have been pretty depressing for all of you. First of all we had one witness saying that he could have saved 20% of the cost of the IT budget, another witness saying that all but the warranted officers could be outsourced. We then have Sir Philip Green, in his report in October 2010, talking about the inefficiency and the waste of central Government spending due to very poor data and processes. The three of you are basically in charge of all this. It must be pretty depressing. Mr Crothers.

Bill Crothers: Well, there are opportunities. First of all, I have been in post, just to be clear, in this role since September 2010 as Commercial Director at the Home Office, although I have been a civil servant for four years before that. There are a number, and there have been a number, of activities happening, certainly since May last year, which have addressed—

Q314 Chair: No, I know all that, but what do you say about this very serious criticism of the Prime Minister's own efficiency tsar? You then have people you deal with on a regular basis saying they could save you 20% of your budget; you are not accepting that. You are just paying them 20% more. To a committee of the House it sounds pretty extraordinary.

Bill Crothers: You have made three points. I was involved in Philip Green's review. I worked with Green on that somewhat. Actually the Home Office came out pretty well in that. He was looking predominantly at common goods and services, not large complex contracts, and when we compared prices that we pay, for example vehicle hire, printer cartridges, even down to lots of detail, we were either matching the average or better than the lowest price. I can only speak for the Home Office.

Q315 Chair: Yes. Well, I would like you to speak for the Home Office. There is a witness who has just appeared before us who said that you are spending £120 million more than you should on IT, and presumably you have been doing that for the last few years under the previous Government as well. That will run into billions of pounds of taxpayers' money. The Government is quite right, isn't it, there is waste? Are you arranging to meet this gentleman to ask how you can save this 20%? That is the first thing I would do.

Bill Crothers: We are spending a lot of time tomorrow with Steria and several other suppliers. There was large activity that the Cabinet Office led over the summer to work with all of the large IT suppliers to Government and it has been widely quoted that that

saved £800 million from the major suppliers, and I was one of the negotiators.

Q316 Chair: Did you negotiate the contract for e-Borders with Raytheon?

Bill Crothers: I did not.

Q317 Chair: You are familiar with what happened, are you?

Bill Crothers: I am familiar with it.

Q318 Chair: Is that still in litigation now?

Bill Crothers: It is in arbitration.

Q319 Chair: It is in arbitration. That is £188 million of taxpayers' money that was spent on e-Borders by the previous Government and we still are not able to count people in and out. That must be a disappointment.

Bill Crothers: Yes, it is. Yes, and widely recognised as such.

Q320 Chair: Whose fault is that?

Bill Crothers: Large IT contracts going wrong tend to be the fault of both parties.

Q321 Chair: So Home Office and Raytheon?

Bill Crothers: There is probably an element of that, although in this case we believe it is predominantly Raytheon and, of course, it is subject to arbitration so I should be careful what I say.

Q322 Chair: As with Airwave and Raytheon, is there monitoring of these big contracts when you spend as much as you have done on e-Borders, £188 million of taxpayers' money? How often do you monitor what is happening?

Bill Crothers: You typically have large teams of civil servants who are sometimes supported by contractors or consultants regularly monitoring on a weekly or daily basis, so it is a very regular monitor. The Airwave contract, as you said, is £280 million. In fact across Government it is more like £380 million, because they provide ambulance and fire. We have spent time with them trying to improve the price.

Q323 Chair: Of these companies that I have listed here—obviously you have not seen the list but it is the top 10 so it must have come from you—how much has been collected in penalties by the Home Office for non-compliance with contracts?

Bill Crothers: Which companies? Are you looking at police IT specifically?

Chair: I can show you. It is police IT.

Bill Crothers: It is police IT. I would need to get back to you by correspondence.

Q324 Chair: Give us a rough figure as to how much money has been collected in penalties from the Home Office in the last year from companies that have not performed their contracts.

Bill Crothers: For police IT I don't know because police—the arrangements we have—

Q325 Chair: Any Home Office contracts. Do you ever collect penalties when people don't perform?

Bill Crothers: We collect often what is called service credits, so if someone is not performing on a service we collect credits.

Q326 Chair: So how much has been collected in credits?

Bill Crothers: Do you want to give an example, Ian, of one contract, maybe without the supplier?

Q327 Chair: Give me a global sum. You are the Commercial Director of the Home Office; you must know.

Bill Crothers: I would not know that number.

Chair: Would you let me have those figures?

Bill Crothers: Yes.

Q328 Steve McCabe: Service credits, does that simply mean that the person says, "Well, we are sorry we haven't done what we said we would do but we're giving you a little bit of discount"?

Bill Crothers: No, there are two arrangements typically in complex IT or BPO contracts. One is before the system or service is delivered and sometimes there are penalties for non-delivery or not on time delivery, and we have occasions where that happens. Whenever a service then starts or the system is delivered and it is running, then there are service levels, so they have to deliver to a standard. If they don't meet the standard then they pay essentially penalties, but they are called service credits, so there are two types that we get.

Q329 Chair: Could you let us have by Friday a list of all the penalties that you collected in the last year?

Bill Crothers: Yes.

Q330 Chair: Mr Forster, the Centre of Excellence, that sounds pretty grand as a title, and we were delighted to find you in Brighton. Presumably this is not excellent what is happening with procurement at the moment? What is your role in all this?

Ian Forster: My role, I have recently taken responsibility for the Centre of Excellence. It was established in 2009. Its focus is on the commodity and category management—

Chair: Sorry, could you speak up?

Ian Forster: Sorry. It focuses on commodity and category management and looking at developing strategies with regards to working with our major suppliers in those areas, so we have a number of categories that we are focusing on at the moment. Bill has referenced the work that has been done on office supplies, on travel, looking at professional services is an area where we have done some excellent work, not just in the PCOE.

Q331 Chair: What is your budget?

Ian Forster: The budget for the Centre is £1.8 million.

Q332 Chair: How many people do you employ?

Ian Forster: The resource count is 50. Predominantly we have 38 in the Centre that look after the actual

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buying aspect and the category management. We have a small number of people, three, who look after customer service, because it is a balance of customer service as well as just looking for lowest price. We still have to meet the needs of the customer.

Q333 Chair: How much did you save the taxpayer last year?

Ian Forster: The Centre declared savings of £38 million last year.

Q334 Chair: To the taxpayer?

Ian Forster: That was the contribution that came out of the Centre.

Q335 Chair: Would you write to us and tell us exactly how that is broken down, so we know?

Ian Forster: Absolutely, yes.

Q336 Chair: What would you say to the last witness who told us that we are spending 20% more than we should be on IT contracts, which is a total of £120 million a year? Were you surprised at that figure? Is that the first time you have heard that mentioned?

Ian Forster: It is the first time that I have heard that specific figure. What I am aware of is the initiatives that we have commenced in the Home Office with regards to looking at our IT supplies in particular, including Serco, getting a view of how they transact with the Home Office across the estate, not just in silos in individual departments.

Q337 Chair: But it is a pretty large figure, isn't it? If I was in charge of the Centre of Excellence and I heard somebody was telling me I was spending 20% more than I should be, I would be pretty interested in that.

Ian Forster: Absolutely. One of the things that we have done with the Centre of Excellence most recently is enhanced the capability with a team in the (Home Office) centre that is focusing in on strategic relationship management. So the intelligence is driven by PCOE, and that feeds into a small unit, which then engages with our strategic suppliers, such as Serco, such as Fujitsu, who again is one of the top suppliers to the Home Office.

Q338 Chair: They are on that list?

Ian Forster: They are on that list.

Q339 Chair: You have not said to Fujitsu, "Can you save us any more money than we are currently spending?"

Ian Forster: Fujitsu were subject to significant renegotiations of a contract, the IT 2000 contract, similarly with Atos, and those renegotiations were taken forward by Bill's predecessor, John Collington, and significant reductions were made on that contract. I am happy to share those figures with you.

Chair: Please.

Ian Forster: Put them in a letter to you.

Q340 Mark Reckless: On this issue of IT procurement, I know Lord Wasserman is looking at this, and I understand one option is it could go to the

Home Office, another to the NCA, or a further option would be a more sort of public-private entity, which perhaps could be more innovative in the development of IT. I wonder in this context if any of you gentlemen are aware of Project Athena, involving the co-operation of Essex and also Kent, and I think possibly the Met joined? I wonder whether you consider that could be a possible platform for national development of police IT?

Bill Crothers: I have been working with Lord Wasserman and we are in the process of giving advice to the Home Secretary in the next few weeks, and so there has not been a decision as to which route we will go of the three. There is, as you said, NCA, private entity, GovCo-type private entity, or Home Office. We have also been, in doing that, consulting with the forces and Athena has been relevant, so Chief Constable Jim Barker-McCardle from Essex was consulted; we understand Athena. Athena is the sort of construct that I think could be brought into a GovCo type arrangement. One of my observations of coming into Government in the Civil Service is that each department worked essentially in silos and didn't share information. What we did last year on the large IT contract suppliers was we now share information across all the departments, so we have good information on each supplier, their margin, gross/net margin, overheads, what business they do where. What I initiated about three or four months ago was to bring the police forces' IT spend into that, and I think a lot of this is about consolidating the spend and sharing information.

Q341 Mark Reckless: To the extent you are advising, will a possibility be the development of something like Project Athena, as opposed to trying to establish a new entity from the ground up?

Bill Crothers: I am not sure I am clear on the question. Athena itself is likely to be complete before the new entity would be set up, because it will take a while to set it up. Athena is scheduled to complete end of this year, so Athena itself would be finished. The ongoing service may well be incorporated into the entity.

Q342 Dr Huppert: If I can first observe that the Chairman at the beginning said that it had been suggested that you could easily save about 20% of the procurement costs and you said the Home Office was better than the rest of Government. I firstly observe that it is entirely possible for both of those to be true. It may be that only being able to save 20% does place the Home Office better than much of the rest of Government. I would like to ask you about levels of procurement, central and local. Were you all here for the previous session?

Bill Crothers: Yes, I was.

Q343 Dr Huppert: Would you agree with the comments that were made earlier about the frameworks, national standards, and that in general often the flexibility is worthwhile? What is your take on that?

Bill Crothers: I think there is a very important distinction between large complex contracts, things of

the nature of Airwave or contracts that Serco, IBM, CSC and so on provide, and common goods and services—uniforms, fleet and so on. I think you need to make a distinction and handle each differently. For the common goods and services, the approach we are taking in central Government is to consolidate the spend. Central Government today spends, on 2009–10 numbers, excluding obviously the police, £13 billion on common goods and services; £2.5 billion of that is central contracts. There is a strategic objective to increase that £2.4 billion to £10 billion, so all departments will sign up to central contracts for common goods and services. That is things like paper, envelopes and printer cartridges, and the police should do the same, I think.

Q344 Dr Huppert: What about the experience that many of us who have worked with these will have had that paper from the central contract costs a certain amount, paper from Staples down the road is cheaper? That is a common experience that happens; it happens within Parliament, it happens elsewhere. Would you mandate people none the less to buy the more expensive centrally-commissioned supplies?

Bill Crothers: Well, I think I would, yes.

Q345 Dr Huppert: Even if it is more expensive?

Bill Crothers: No, because the intention—if you get volume in there, volume brings with it discount. An example, we have under this Procurement Centre of Excellence—and I am not sure I would have used the phrase “excellence”, because I think we are good, not necessarily asserting we are better than everyone else—it is unglamorous, detailed work. In office supplies last year, we saved about £1 million off about £6 million. We now buy pencils, paper and notebooks that are unbranded rather than branded. You make savings of up to 90%, 95%. Toners, printer cartridges, we buy 60% cheaper than we bought last year, £14 not £34. That is all very unglamorous and you just work through it. It is unlikely that anyone in the Home Office could systematically buy one of those things cheaper than the Centre is buying. My intention is that the police should benefit from that as we take responsibility for it, and then we benefit from central Government.

Q346 Dr Huppert: So when you are finished with this, clearly if it is cheaper than I can buy down the road, fine. If it isn't cheaper, and if you have a police officer who says, “Look, I can just buy a pen at my local newsagent's, wherever it may be, that is less” what would you say to them?

Bill Crothers: I would say, “Your intention is that you can't do that, but if you can buy cheaper, then fine, go buy cheaper”.

Dr Huppert: So you would say to the police officer, “You must spend more public money than for—”

Bill Crothers: All right, that would be what I would say. The goal of all of this is to buy cheaper and demonstrate that you can do, and we have many examples of where we are buying things cheaper this year than last year and cheaper than lots of other departments.

Q347 Dr Huppert: But the local police officer or chief constable, whoever it may be—I am slightly confused. You gave two answers that seem to be opposed to each other. Would they be able to go and buy their own thing locally if they felt that was cheaper?

Bill Crothers: In extremis, yes.

Q348 Chair: Mr Smith, you have now retired from your post in the Treasury, so you are free to speak your mind. I don't think you have any golden handcuffs, do you? Looking at the way in which Government procures and looking at it from the Treasury's point of view, because you want to save the taxpayer money, it is all rather sad and disappointing, isn't it, that we should be talking about a procurement system that is so inefficient?

Nigel Smith: I think the straight answer is yes. I remember my first time I went before the Public Accounts Committee. We had—

Mr Winnick: Can you speak up, Mr Smith, please?

Nigel Smith: Yes. The first time I went before the Public Accounts Committee we had almost exactly the same conversation as we have had today. Now, that is not to say there hasn't been progress, there has been progress, but you said, was it, “Did you think 20% saving off IT was possible in the police service?” I would make it more general and say, yes, that is possible across Government, not just the police service. There is a lot of evidence for that. There is good practice in the Civil Service; there is good practice in ICT contracts. I would certainly agree very much with what Bill was saying before, that when you are looking at procurement, procuring, let us say, a kilowatt of electricity is very different to procuring an Airwave contract and you need different skills and different processes, but even on the complex contracts, I would challenge that many of them you can get parts of them standardised by requirement. So the first thing you have to do is to look at where standardised requirement rather than local discretionary different requirement is a good value for money choice. For example, on ICT contracts, if you look at desktop services, it is quite possible to standardise the requirement of desktop services and there is already experience that shows 20% and 30% savings against previously bought desktop services.

Q349 Chair: But isn't one of the problems the fact that, as with Airwave and this 15-year contract, civil servants tend to go back to people they were dealing with in the past? They form relationships with them, they form networks with them and therefore the transparency of advertising a contract—anecdotally, I heard about a Foreign Office contract that had recently been given out to someone who was prepared to do it cheaper; I think it was removals of embassies. They were doing it cheaper, but the company that had it originally complained, and therefore the Foreign Office is paying more as a result of sticking to the previous supplier. Is there a tendency just to be fixed on people you know and there is not that much transparency?

Nigel Smith: I think it is difficult to make generalisations, but it is human nature, isn't it,

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particularly in a risk-averse sort of situation, but I would say that on the one hand you have that. On the other hand, you do have the OJEU process, which also has been talked about. That is about free and fair competition, so that every contract over a certain amount of money has to go to competition. It is the other side of it, so the fact that a supplier is unable just to say, "Well, okay, we've had it for the last 15 years. We will do a deal and we will have it for the next 15 years"; it has to go to competition, quite rightly too. There are major problems with the OJEU process, I have to say, but at least that principle stops that abuse, in my view.

Q350 Alun Michael: Yes, just following up on that, I know we are talking primarily about the Home Office but, as the Chairman suggested, it goes broader across Whitehall. There is a tendency of Whitehall Departments to learn a lesson and then forget it again; institutional memory isn't what it used to be perhaps is the lesson. This whole area involves competition, yes, but managing partnerships, managing relationships with industries—we heard from earlier witnesses—timescales, realism of budgets and so on. As a Minister faced with this sort of issue within the Department, I went to OGC to look for help in finding a way through it, a very positive experience I have to say. Has Whitehall changed? Are some of these relational issues—because it is a mixture of a relationship and accountability and transparency—better understood across Whitehall now?

Nigel Smith: Without doubt. I came into Government four years ago and left last September, and when I came in with my Permanent Secretary colleagues, if I was to ask the group of 20 or 30 people gathered at a Wednesday morning colleagues' meeting, "When was the last time you saw your key suppliers?" probably only about two or three hands would have gone up. At the end of it, virtually all of the hands went up and they were seeing them on a regular basis. There is a thing called a common assessment framework that is in place, where the top 13 suppliers on ICT, for example, are regularly reviewed once a quarter against a category of supply, value for money, a whole range of things. On top of that, for the really big projects that you have been talking about and the very sensitive projects, there has been instituted over the last two or three years, which I introduced, a major projects report of the top 50 projects of Government, which is regularly reported on and action taken when there are problems.

Q351 Alun Michael: Apart from that level of those involved in the procurement—we did hear a positive response from the Permanent Secretary of the Home Office when we asked her recently—is it understood that these things have to be on the desk of the Permanent Secretary, who has to not just take the advice of experts lower down the food chain but actually understand what they are managing?

Nigel Smith: Absolutely. In fact, that was one of the things that was a bit of a challenge when I first came in, a thing called a gateway report, which perhaps not everybody—

Alun Michael: Indeed.

Nigel Smith: I think most people know about, but I had a rather sweet letter that I used to send to the Permanent Secretary when I got a red gateway to me as the Head of the OGC. The letter I sent used to say, "You may want to look into this" and that has changed.

Q352 Mr Clappison: In the light of your overall experience, can you give us some indication of what you see being the effect of EU procurement rules on public sector procurement?

Nigel Smith: I think there are major problems but equally, as I said before, I think we must remember that EU procurement is there to ensure free and fair competition and availability of that. Now, the problems are twofold. One is that, in my view, the thresholds are too low. The threshold for goods and services, I think I am right in saying, is £96,000. For works services contracts it is about £1.5 million. I believe that is too low. I think it should be raised and I think we should look at how we could go to the European Commission and raise those thresholds.

The second thing is the application of EU and OJEU process, for which I think the previous gentleman from Intellect quoted some timescales from start of competition through to the placement of the order at 77 weeks. I can't comment on whether that is correct, but generally speaking it is true that if you look at what an OJEU should take for a complex contract—remember £97,000 is very different to £50 million—is it correct that we are reducing the time to the lowest possible number? The answer is no, we are not. If you look at the minimum time it takes to go through all of the statutory periods of notification with an OJEU contract, it is around about 3½ months for a contract. I would take advice on that, but it is around about that period of time. So you have to ask yourself the question, "Where is the gap between 3½ months and, let's say, a year?" Well, part of it is being risk-averse, part of it is over-complicating, part of it is basically not having the capability. There is work—and certainly there was when I left—going on to see how we can drastically shorten that process, which needs to happen.

Q353 Mr Clappison: But time is money for these purposes, so would you agree then that the EU procurement rules are costing money, including for the smaller contracts, which have to jump through all the hoops?

Nigel Smith: I am sorry to sound a bit like still a civil servant, but the answer is yes and no. The answer is yes, and it is costing suppliers a lot of money because if they are going through a year's procurement there is a lot of people in a standing army to support that. The answer is no in the sense that in the absence of OJEU, which is basically there to ensure free and open competition, I believe competition is what drives value for money generally speaking. That is my point.

Q354 Mr Clappison: That is making the assumption that the EU rules are effective in doing that and do not contain—as we know from the EU—additional items that are not necessary, additional rules.

Nigel Smith: Well, that is absolutely true, but quite a number of the items you specify yourself. Can I just give you one example? One example, if you are going to contract for £100,000, do you really want public liability insurance on every case of £1 million? In my view, no. Sometimes that happens and that is about capability and getting best practice and getting a professional to do it properly.

Q355 Mr Winnick: Mr Smith, you are retired. Who do the other two witnesses report to?

Bill Crothers: Ian reports to me.

Mr Winnick: Mr Forster reports to you, yes. We have got that hierarchy right.

Bill Crothers: Yes, and I report to the Director General of—

Mr Winnick: To the Director General?

Bill Crothers: To the Director General, who is responsible for finance and commercial. She in turn reports to the Permanent Secretary.

Q356 Mr Winnick: What I have in mind to ask is, is there any sort of ministerial—obviously in theory the Minister is responsible, if there is an oral question or a debate the Minister will be around and about, but how far would there be day-to-day ministerial involvement in work that involves, does it not, hundreds of millions of pounds?

Bill Crothers: The matters you were talking about, the police and the amount of money spent on IT and non-IT, the Police Minister has been very actively involved in that; e-Borders, the relevant Minister, you would expect, has been very actively involved.

Q357 Mr Winnick: Do you yourself have contact with the Minister?

Bill Crothers: Yes, I do. My previous role was on ID cards, the National Identity Scheme, and we—

Q358 Mr Winnick: How often do you see the appropriate Minister?

Bill Crothers: Probably on average maybe once a fortnight, of that order.

Q359 Mr Winnick: To discuss the sort of matters in detail that we have been going through today?

Bill Crothers: Yes, yes.

Q360 Mr Winnick: That is the Home Secretary or the Police Minister?

Bill Crothers: Typically not the Home Secretary. The matter that Mr Reckless referred to about how to handle police IT, we are also going to talk about engagement with the private sector, outsourcing, we are due to engage with the Home Secretary. More significant items, the Home Secretary. On ID cards, because it was contentious, it was typically the Home Secretary.

Q361 Mr Winnick: So obviously these shortcomings in Philip Green's review and what has been spoken about today and questions asked from the Chair and other members, these are matters that the Minister is very familiar with?

Bill Crothers: They would be, yes.

Mr Winnick: Or Ministers are very familiar with?

Bill Crothers: Yes.

Q362 Alun Michael: Just to be clear about the role of the Centre of Excellence, we have the non-IT police procurement functions of the NPIA becoming the responsibility of the Home Office, being nationalised, if you like. Will the Centre of Excellence then have a direct role in non-IT police procurement?

Bill Crothers: Yes. Yes, certainly.

Q363 Alun Michael: What will that role be?

Bill Crothers: As Dr Horne said, we have spent the last few months, since the Home Secretary wrote directly to the Chairman of the NPIA, defining exactly how we would incorporate that responsibility into PCOE, and we are due to complete it within another couple of months.

Q364 Alun Michael: Are you saying you don't know yet then how that role will work or can you give us some—

Bill Crothers: No, no, I know how it will work. So, for example, the police procurement of fleet is about £97 million. We will take responsibility for that. They recently ran a procurement to reduce the number of approved suppliers from 21 to four. We will then manage that.

Q365 Alun Michael: Where will the Centre of Excellence fit into that work?

Bill Crothers: We will then take the fleet that the Home Office spends, which is a smaller number, it is about £3 million, we will take the fleet that central Government spends, which is about £260 million, and we will look for further improvements. So what you are doing is getting the benefits of aggregated spend. HMG spends £260 million on fleet, we spend about £3 million, the police spend about £97 million. Clearly if you put all of that together, over time you should be able to make even further improvements.

Q366 Alun Michael: I can see the process, but I don't understand how the Centre of Excellence—what is its role in—

Bill Crothers: Well, what we do is we ensure that people buy off the contracts that we have defined, making use of the frameworks we have defined. We gather information and we continually look to see if there are better deals. If there is a better deal, we change the deal and then we get people to buy on that deal.

Q367 Alun Michael: The leadership in that will be with the Centre of Excellence?

Bill Crothers: Yes, yes.

Chair: Mr Crothers, Mr Forster and Mr Smith, thank you very much for giving evidence to us today. We would be most grateful if you could let us have that information by Friday. Thank you very much.

Tuesday 24 May 2011

Members present:

Keith Vaz (Chair)

Mr James Clappison
Michael Ellis
Dr Julian Huppert
Steve McCabe

Alun Michael
Bridget Phillipson
Mark Reckless
Mr David Winnick

Examination of Witness

Witness: **Sir Denis O'Connor**, Her Majesty's Chief Inspector of Constabulary, gave evidence

Chair: This is a further session in the Committee's inquiry into the new landscape of policing. Could I ask Members present to declare any special interests other than what is in the Register of Members' Interests? Mr Michael's son is a chief executive of a police authority. Anyone else? Thank you. Our witness today is Sir Denis O'Connor, the Chief Inspector of Constabulary. Welcome.

Sir Denis O'Connor: Good morning, Chairman.

Q368 Chair: Again, for a further visit before the Select Committee. Since you last came, Sir Denis, you have very helpfully published a definition of what the front line is and you have told the Government and others that, in your view, the front line is "those who are in everyday contact with the public and who directly intervene to keep people safe and enforce the law." Roughly how many members of the police service do you think that that encompasses, because it is quite a wide definition, isn't it?

Sir Denis O'Connor: It is a wide definition and it is based, as you know, Chairman, on not just feedback from the police service but from the public as well and by looking at what they do—the various members of staff. About two-thirds are in positions where the public rely upon them, either to do something immediately in front of them, or to make the right call back at the office or the right decision in terms of priorities. That seemed to be the basis where we could get the largest degree of agreement because these things are always contested between, as it were, a public view and what the sector itself felt about itself. Was there complete agreement? No, and we cannot wait for that perfect day, I'm afraid.

Q369 Chair: Obviously the definition was important because of the current debate over police finances, but if we can concentrate more specifically on the new landscape and the front line: how will the front line be affected by the new landscape of policing?

Sir Denis O'Connor: It remains to be seen what emerges from the new landscape, and usefully you are looking at it in order to help inform that debate. It is still in flux. What we do know is we know accountability is changing, very significantly, with the PCC and the Home Secretary. We know we are in a period of austerity and we know a number of national institutions have been rearranged. How well they do in future in terms of helping the front line improve remains to be seen in terms of what happens to the NPIA, who you are speaking to shortly. How well the

new NCA help get behind organised crime in a way perhaps that we haven't to date, also matters to the front line. As you know, Chairman, and other Members here, behind what the front line do, quite often you are dealing with problems created by more organised criminality in one form or another and you are dealing with the products, the symptoms, of what they do. I don't wish to prevaricate, but it is simply the sense that these things are in flux.

Q370 Chair: So you still don't know. Are you concerned, as the Chief Inspector, that there is so much uncertainty about the new landscape? It is now May 2011; the NCA will begin its work on 1 April 2012 and the new police commissioners will be in post by May of next year. Do you think by now there ought to have been more detail as to exactly where everything is going to go?

Sir Denis O'Connor: I think the new landscape should enable localism. That should be one of its objectives.

Q371 Chair: No, I understand that. Do you think you should have had more detail by now? You seem to be concerned that it is in flux.

Sir Denis O'Connor: It is the facts as I see them. We haven't found a home for some crucial ingredients of NPIA, and we as yet are in the design stage of the NCA. Now, the NCA, as I understood it, was not due for launch until 2013, but all I would say is we can't start soon enough because organised criminals are not on a long timescale. The sooner we get somebody into that and we start moving it on and upwards, the better—

Chair: Indeed.

Sir Denis O'Connor: And would-be PCCs are more likely to—

Alun Michael: On a point of order, could I ask that we don't use these initials PCC. The new office is not that of parochial church council or whatever and use of initials is just pernicious in terms of anybody who is not part of some sort of in-group.

Sir Denis O'Connor: Forgive me, Chairman—

Chair: Obviously we all know what these phrases are but, for the public, I think it would be helpful.

Sir Denis O'Connor: Yes, indeed. We are talking about the possibility of elected commissioners, which still has to go through Parliament. Were I an elected commissioner or were we trying to advise them, it would be useful to know what the NCA had to offer

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them in terms of reliable services as part of managing the problems that they had locally.

Q372 Chair: Indeed. At the moment you do not have this information, even though you are at the very top of the police service and presumably you have daily, weekly, contact with people like the Home Secretary and the Police Minister. You are concerned that there isn't enough detail and there needs to be more detail to allow people to plan. Is that right?

Sir Denis O'Connor: Chairman, I have regular contact, not daily contact. I do think there is quite a determination to land this.

Q373 Chair: No, I understand that, but you seem to be answering questions that I don't ask, Sir Denis. Do you think that by now there ought to have been the detail that you have sought? By now, that detail ought to have been before the police service? It is a yes or no answer, I think.

Sir Denis O'Connor: Ideally, yes.

Chair: Thank you.

Q374 Mark Reckless: Sir Denis, are you clear how the HMIC inspection regime will work in the new landscape?

Sir Denis O'Connor: I am clearer than I was. I think what we have to do is recognise that we have gone from being, as it were, a professional in-sector, below-the-radar inspector—urging of doing better things—to what some describe as a fiercer advocate of the public interest. I think with the accountability changing so dramatically, then arguably the elected commissioner is going to be a fierce advocate locally and the Home Secretary on particular issues that worry her nationally.

I think the implications for us are this: that we have to be highly selective about the territory that we occupy. We have been trying to shine a light on difficult issues with a measure of objective expertise. I think we will still do that but I think we will do that more at the request, potentially, of the new elected body, new elected person, and the Home Secretary. Where there are outstanding issues of the day that are troubling to us all—either, say, this Committee or others—then we will reserve the right to look at troubling issues. Just as we are looking at undercover policing at the minute and issues of rape and so on, I think there will still be a place for that, and my conversations with the Home Secretary reassure me of that, but we are going to judge our other work by our ability largely to advise and assess people who already occupy elected roles as accountable people.

Q375 Mark Reckless: That is very interesting to hear. Taking that, I just have one particular point. I have raised this with Sir Hugh Orde before. He will always say, "These ACPO guidelines, no one has to follow them. It is up to the individual chief constable," but in my experience, one of the ways these guidelines have been enforced is HMIC will come in and inspect and, other things being equal, if a guideline is not followed that will be raised by HMIC and often interpreted as a criticism. Under the new regime could you see a role for the elected commissioners in terms

of setting the standards they want to see the force operate by, and would HMIC be able to judge against those rather than ACPO or professional body standards?

Sir Denis O'Connor: I think there are two elements in there. One is the prosecution by HMIC, some would say our forces, of particular guidelines. I have already made my position as Chief Inspector crystal clear about this. There has been too much guidance. It is impossible to manage it all, and far too expensive if you tried—2,600 pages in 2009 gives the clue. We have taken a much more deliberative stand back from the guidance and try to look at whether things have been done well in the round, so that is where we will be coming from. My advice to a PCC would be: make sure that your chief constable is part of an expert system that has standards and that you can see transparently how they arrive at those standards and whether those standards are reasonable, they attempt to do the best to protect our people, our children and they are affordable. But if I was the PCC, I would stand back from intervening over much—

Chair: We are likely to get Mr Michael very cross if you keep saying PCC, so you will need to—

Sir Denis O'Connor: Forgive me, I am trying to accelerate the answer.

Chair: Accelerate the answer through brevity rather than through—

Sir Denis O'Connor: Yes. I think elected commissioners will have a lot to do and, were I them, I would be concentrating on whether there was a system that provided reasonable standards that my chief constable should adhere to. That is the essence of it.

Q376 Mr Winnick: I am just wondering, Sir Denis—this is no reflection on you but on the organisation itself—do you feel that the police forces, be it the Met or other police forces throughout the country, feel in some respects that they have to be very careful because of the fact that there is a constabulary along the lines of which you are the Chief Inspector?

Sir Denis O'Connor: I think, depending on what time of day it is, sir, that we are viewed sometimes rather affectionately, but quite often we manage to upset just about everybody and that includes some very large organisations. It comes with the territory.

Mr Winnick: Let me put it to you like this. You will know, of course, of the concern over what happened at the demonstration of the G20 and what followed. Did the Met get in touch with you immediately to give an explanation or, as one would expect, you got in touch with the Met to find out the situation?

Sir Denis O'Connor: Normally on serious issues, I would talk to the leaders of the relevant police service and that included the commissioner. You will recall that, following a discussion, he requested us to examine the tactical and other issues associated with G20. We produced two reports which the Met, to their absolute credit, have overwhelmingly adopted where they possibly can.

Chair: Thank you.

Q377 Mr Winnick: No, I am not quite finished. As far as the inspections go, do some of your colleagues,

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under your direction, go along to a particular police force without warning? How is it undertaken?

Sir Denis O'Connor: It depends. On some issues we give short notice—custody inspections. On some we just turn up at places.

Q378 Mr Winnick: How often does that occur?

Sir Denis O'Connor: I do not keep a log of how often that occurs, but we turn up at places just simply to get the smell of the atmosphere and to see how officers are reacting in everyday circumstances. I have done it myself and my inspectors do it as well. Sometimes we deliberately start at the bottom of the organisation rather than the top. It depends on the issue and what we are trying to determine.

Q379 Chair: Of course, but I think this is an important point raised by Mr Winnick, if I could just put this to you. You said don't keep a log?

Sir Denis O'Connor: We don't keep a log of exactly what the nature of the contact is.

Q380 Chair: But isn't that odd? If you are called inspectors and you go to inspect, surely somewhere there would be a note of why you inspect?

Sir Denis O'Connor: Yes.

Q381 Chair: So you must have a log?

Sir Denis O'Connor: Yes. What we have, Chairman, is a programme of work and the programme of work is reflected and we log our time that we spend on that work. We don't log every individual interaction we have. Say, when I go and interview or talk to a bunch of front-line officers, it will be noted in my diary and will go into the timeline of how I spent my day, but what we tend to do in forming a view is form an amalgam of things. We talk to the practitioners, we look at the numbers, we listen to what the hierarchy will say the policy is and, by putting it all together, we form a picture. What we have asked for, though, and the Government have acknowledged it, is that we can demand information in certain circumstances, which we couldn't in the past, and in certain circumstances turn up unannounced in a way we didn't in the past.

Q382 Mr Winnick: You see, if we had the Chief Inspector of Prisons here, as we have from time to time, the inevitable question that I or one of my colleagues would put is, "In the last 12 months, which prisons have you visited without giving any indication beforehand?" It is a reasonable question, obviously; we all know it would be odd if it was otherwise. If an organisation knows an inspection is going to take place—schools, for instance—they will get ready. It would be very peculiar. We would do so. What is important in some ways, Sir Denis, and I do not know if you agree with me, is being able in your job to send your colleagues, if not yourself, to a particular police force without any notice whatsoever.

Sir Denis O'Connor: Indeed.

Q383 Mr Winnick: If I now ask you, "Could you send to this Committee such information on what

visits have occurred in the last 12 months?" what sort of information could you send us?

Sir Denis O'Connor: I can send you a complete list of all of the custody inspections that we have done with Her Majesty's Inspector of Prisons. I can send you a list of all of the programmes of work we have undertaken, such as on antisocial behaviour, and the regional visits, inspections that supported that.

Q384 Mr Winnick: It is that part that I want to get hold of. If you explain in writing what you have done in the last year—or obviously what your organisation has done—by way of visits to police forces, will there be an indication where no notice has been given beforehand?

Sir Denis O'Connor: I can supply you with an indication of the nature of the notice.

Chair: I think that would be very helpful. If you could let us have, by Friday of this week, a grid with the visits that you all have made, that would be extremely helpful. I think that would deal with Mr Winnick's point.

Q385 Steve McCabe: Sir Denis, in the paper *Policing in the 21st Century* the Government talks about some functions of the National Policing Improvement Agency being transferred to the National Crime Agency and I think it also offers a warning that there are some risks in that. In your judgment, what functions of the National Policing Improvement Agency could safely be transferred to the National Crime Agency without in any way diluting or detracting from its focus on serious organised crime?

Sir Denis O'Connor: I am bound to reflect in relation to the NCA we have been re-inventing our approach to serious and organised crime since the '60s. We have had several iterations. Serious and organised crime, Mr McCabe, is very challenging in itself for this country and it is developing rapidly. My natural inclination, as somebody who used to run things, is it is a good thing to do one thing really well. That would be my natural instinct, as an executive running things. Now, getting on top of organised crime in its modern form requires an awful lot of effort and we have a way to go. There are a number of functions that NPIA do at the moment. Some of them are contracting functions—and you are about to speak to Mr Gargan—some of them are training and developmental functions, and some are what I would call more critical support services for operations: the serious crime index, missing persons. All of these things carry a lot of risk. There is an argument that, with the rundown of the NPIA, they need to be relocated. The National Crime Agency is a natural candidate in the absence of others, but there are other possibilities.

Q386 Steve McCabe: Just before I move on a fraction, am I right in assuming from that answer that your gut instinct is that the National Crime Agency is not the best place to transfer any of these functions from the National Policing Improvement Agency?

Chair: Basically, should some of these functions be transferred to you and your organisation?

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Sir Denis O'Connor: It is a good thing, Chairman, I think, by and large, to do one or two things well rather than several things rather poorly and we have had experience of trying to brigade things and not doing them well. Our organisation is designed, for better or worse, to provide you and others with diagnostics and the potential to improve. I think that that is quite a big task and there may be some elements of the NPIA that could help us with that.

Q387 Chair: So there are elements you can take on?

Sir Denis O'Connor: There may be, and that is a matter for discussion. For example, NPIA do good research work, they do some excellent diagnostic work about how well people are doing on crime and other difficult issues.

Q388 Chair: So what you are saying is there is duplication at the moment?

Sir Denis O'Connor: They are not a duplication because they have more staff and they can put a lot more around some of those issues than we can, but on the critical operational support issues I think that we should distinguish diagnostics and publishing in the public interest from executive quasi-operational functions. The NCA is one option. It is not a perfect option because I think it has a lot to do to stand up as a truly national impressive agency, but it is probably better than some others that are around—sorry, Chairman; all I know at the moment is the Metropolitan police or some other body.

Q389 Steve McCabe: Just to be absolutely clear; you are not really very enthusiastic about that at all but, given there might not be a better option, you could learn to live with it. Is that what you are saying?

Sir Denis O'Connor: We may have to learn to live with it if there is not a better option.

Q390 Steve McCabe: Fair enough, thank you. Let me ask you about one other thing. I want to ask you about PCCs—I am only kidding. I want to ask you about police and crime commissioners. I see again that the Government says that police and crime commissioners will have a duty to collaborate with the National Crime Agency, but given that these people are going to be the elected public face of policing, according to the Government, shouldn't they have a direct role in the governance arrangements for this agency?

Sir Denis O'Connor: I think there is an argument for them being involved in the governance body. There is a big argument for the NCA to be more transparent in what it does and, since you want PCCs and the chief constables to be part of your partnership and have a decent relationship with them, it would be odd indeed to keep them outside. That said, when the music stops I think the ultimate responsibility for national agencies rests with the Home Secretary. So I can see them being part of a governance body, but within that governance body there probably is a hierarchy of responsibility.

Steve McCabe: Thank you very much.

Q391 Dr Huppert: The Neyroud Report also suggest the creation of a professional body for policing that would look at training, development and a whole range of other activities. Is that something that you support?

Sir Denis O'Connor: It is an aspiration. It is a worthy aspiration.

Q392 Dr Huppert: That is a rather guarded comment.

Sir Denis O'Connor: It is an honest comment, sir. The fact of the matter is that several bodies have to set aside their own particular concerns for the common good. My experience in life is that takes some time.

Q393 Dr Huppert: That follows in nicely to my next question. If there is such a professional body, would there still be a need for ACPO, the Association of Chief Police Officers?

Sir Denis O'Connor: I think by definition you have one body, rather like you have one body that looks after surgeons or whatever else.

Q394 Dr Huppert: Given the current direction of the proposals—we had a discussion in a previous session—do you think this is a weakening of the role of ACPO currently, or do you think this is ACPO taking over all the other bodies? Where is the balance between those?

Sir Denis O'Connor: I think the whole point is we are trying to rise above all of that, aren't we, to find the best national support for policing so that the kind of people we want in the police service to run the police service and look after murders and things like that is done as well as possible, so whether it is a particular badge is a secondary issue; but I think for that to happen people have to set aside a lot of their own sovereign concerns. My understanding is, at least on theory, ACPO are willing in principle or theory to do that. I am not certain that that is the case for all of the other associations.

Q395 Dr Huppert: What advice would you give us or give Government to try to make it easier to encourage everybody to come together to produce such a body?

Sir Denis O'Connor: To make world peace, I think, is a difficult one.

Dr Huppert: We are only talking within the police force.

Sir Denis O'Connor: My inclination is this. Looking at where we are now, in my lifetime, I would look at the things we really need to happen. We do need senior officers and decent investigators who are accredited in a way that we can all sign off to, whether we are here or PCCs. We need training that is reliable; we need it attached to a decent, upmarket, academic institution, so it has some weight and credit. Those things are in front of us right now and my advice would be can we get a solution for those things and then, if there is a pathway towards sharing the common good around some kind of institute that people can work towards, that will be great, but in the first instance we have to pay the rent, as it were, by

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having those fundamental practical things in place for elected commissioners or any other arrangement in the future.

Q396 Alun Michael: Can I just make a point in relation to the use of initials? I understand that it is a shortcut but using “commissioner” as short for “elected police commissioners” is not significantly shorter than PCC and it is less confusing. I do think it is very important that police language is accessible. It is the same that you get with health professionals, IT professionals, armed services—initials come at you right, left and centre, but what it means is that people are listening to the professional and they are lost because they are still working out, “What was that set of initials I heard earlier on?” I appeal to you in your influential position to join in an attempt to eradicate the excessive use of initials that may be familiar to lots of us, but are not then familiar to ordinary members of the public.

Sir Denis O'Connor: Sir, I stand reproved, admonished suitably. In fact things like “acquisitive crime” and the rest of it drive me nuts myself, so forgive me.

Alun Michael: Very good. Thank you for that courteous and generous response.

Chair: We know you are old friends, so we are not taken in by this.

Sir Denis O'Connor: I am still alive, Chairman, and that is a good sign.

Q397 Alun Michael: It was one session in DEFRA where people talked about using the RAF to deal with the rural economy that really finished me on initials. They were talking about the Rural Affairs Forum and nobody in the room realised that. We were all looking at each other saying, “What is this all about?”

Anyway, in the written evidence you say something very significant, “The timescales to resolve issues are pressurised if we want to safeguard crime fighting capacity” in this comprehensive spending review period. Can you just expand on what you mean there?

Sir Denis O'Connor: We are already in year one of a four-year settlement. Procurement has a timeline associated with it and, depending on how much steel you have in your body, it can be nine to 18 months. If you are going to catch the CSR—using initials again—settlement, the 20%, you need to plan your budgets and be doing it now to catch next year, 2011–12 and 2012–13. If you haven’t settled the way you are going to do that, you don’t put into the budget, you can’t extract that money, and what you are left with is people as an alternative, if you can’t take the money out of other assets. That is the essence of it and we are in the cycle now. We have already done the first year, as it were.

Q398 Alun Michael: Is the implication of that that there is a serious gap between the phasing out of the National Policing Improvement Agency and the creation of the new National Crime Agency?

Sir Denis O'Connor: I think there are some separate things, but the fundamental issue is we have a generational problem around austerity. We are going to have to live with less money, but we need to be

smarter about how we extract money from the public sector and that means being smarter with procurement and understanding those markets and being able to do things rapidly enough to be able to take money out in the budget cycle we have. That is the issue. Establishing the Crime Agency is a separate pressing issue.

Q399 Alun Michael: I understand that but, looking at the establishment of the Crime Agency, if you are going to do the financial management and do clever planning with your budget, which you suggest is absolutely crucial, this period between the ending of the NPIA in 2012 and the creation of the National Crime Agency in 2013 looks quite difficult, doesn’t it?

Sir Denis O'Connor: It does look to have problems if you haven’t established an alternative—you will talk to Mr Gargan shortly—contracting bases; if you do not have your training for serious and difficult aspects of crime. If you do not have an alternative home for those things, then some of your building blocks, and that includes things like procurement and the rest of it, are not in place. That is why I feel a sense of urgency to get those things done, so that the police service can succeed for all of us.

Q400 Alun Michael: So it is not just a question of where they sit; it is being able to integrate them within budgetary and management systems?

Sir Denis O'Connor: It is, so that you retain as much of your crime fighting capacity as we move forward and there is, frankly, a lot less excuse for not retaining it because you have made it doable. That is the essence of it.

Michael Ellis: Sir Denis, good morning.

Sir Denis O'Connor: Good morning.

Q401 Michael Ellis: I am interested in bureaucracy and the lack thereof of it, hopefully, in the future, or the reduction of it, and I feel a sense of urgency about that. The written evidence that I have read from HMIC—without using the acronym, Her Majesty’s Inspectorate of Constabulary—says “there is a significant scope to reduce bureaucracy if there is the will power and follow through which has not always been there in the past.” We have a situation in the past, do we not, where the role profile for a constable has been up to 70 pages long, for example? We know about the police stop form that was a foot long, wasn’t it, before it was abolished by this Government recently? The question is: what else can the Home Office do to help reduce bureaucracy in the police?

Sir Denis O'Connor: I think it is an excellent question. It has been around a long time, this problem. We have had at least three goes in the last 10 years and we probably should learn something from that. I think the issue is this, Mr Ellis: that bureaucracy is a cover word for all sorts of things, but it is now so embedded in the system, it has such a machinery around it. Look at the intelligence set up in policing: I think there is, when I last looked at it—Mr Gargan may correct me—there were around 800 pages of guidance going with that. It has a machinery that goes behind it. Look at the performance development forms—if you dare and you can stomach it—the

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length of them. There are people, there are interests and then there are forms that have to be done. My point, in short, is this: it is systemic.

Q402 Michael Ellis: There needs to be a cultural shift, doesn't there?

Sir Denis O'Connor: More than a cultural shift, frankly. I think a cultural shift is important to question these things and challenge them, as you are doing, but beyond that you need hard work and surgery to go in there to remove some of this machinery and the papers that go with it; you need to take a different approach to risk, so you don't promise to cover off all possible risks; and I think the police role needs to be more focused than it has been, because they are trying to cover off a wide range of possibilities that may happen, and to do that is a never-ending journey and that is one of the reasons why they have ended up with thousands of pages of guidance about everything.

Q403 Michael Ellis: Are you saying it has become a hyper-risk-averse police establishment where there is so much concern about risk that it is effectively drowned in seas of paperwork?

Sir Denis O'Connor: I think that is fair to a degree. All I would say, though, is if you talk to front-line officers—and I do a lot—they say, “Other people would say we are risk averse but if you literally have to grip the rail because, a year later or 18 months later, someone asks you questions about this missing person, this mental health or this domestic issue you went to, what would you do?” I think what we have to do collectively—the leadership of the service and the Home Office—is we need to be as good at taking money out of the system as we have been at putting it on the system in recent years. That is almost—to use a wrong word here, and you are probably going to admonish me again, Mr Michael—to reverse engineer, or whatever you want, to extract some of this systemic problem. We should not underestimate it. We have had Jan Berry and two other people, Ronnie Flanagan—they have all tried. They are long reports, but nothing has changed; in fact, things have got more that way for the front line.

Q404 Michael Ellis: Just to come back on that. The Home Secretary has made some important steps, hasn't she? There are the realised savings of over 2.5 million police hours, so the measures that she has announced amount to over 1,200 police officer posts, and there is also a recent announcement of further measures that would reduce bureaucracy. That must be a welcome start.

Sir Denis O'Connor: Music to my ears. However, what I am suggesting is, in addition to that intent, what we have to do that we haven't done before is follow through, make sure it happened and ask the people on the front line: did it land for them? If it does, they will be convinced and so will you.

Q405 Chair: Isn't it odd that, having written this excellent report on bureaucracy—and I know that you, like the Committee, are very pleased with what Jan Berry has done—the Home Secretary still hasn't met

Jan Berry after the publication of this report? Isn't it a bit strange?

Sir Denis O'Connor: I think that is something, Chairman, you should best direct to the Home Secretary.

Q406 Dr Huppert: I am just reflecting on the previous conversation. I have recently had conversations with senior officers from two different forces and they spoke about trying to change the relationship between senior officers and constables from a sort of parent/child relationship to a more adult/adult relationship in terms of the amount of trust and flexibility that is shown towards people lower in the organisation. Do you think that is something that you would support? Do you think that is something that other forces are doing? Do you think that is something that accurately describes some of the changes that are happening now?

Sir Denis O'Connor: I would welcome it because we have a lot of absolutely fine people working for us in the police service, thank God. What I would say, though, from my conversations with front line officers is if those who lead them take some of the risk off them and put some assurance around them, then we can talk about adult/child relationships. There has to be substance on the table about what you ask them to do and how much risk gets transferred to them if you want them to respond well to you—because, in the end, they have to still go out and deal with the calls and everything that life throws at them—and if they are to know they are going to get a measure of backing and you are really serious about taking some of this stuff out. The Home Secretary did make a point that quite a lot of bureaucracy is grown in-house within police forces. There is always a reason for it and many good reasons, but I think police officers are practical; you have to put practical things on the table, then you can have a conversation about wider relationships. That is my experience with them.

Q407 Dr Huppert: When you say the risk should be taken away, are you—

Sir Denis O'Connor: Some of risk.

Dr Huppert:—calling for greater backing from the senior management saying, “We will trust you to do this and we will back you up when it happens,” or are you calling for absolute, “We will take the risk away by telling you exactly what we expect so there is no question about it”?

Sir Denis O'Connor: I think two things and ACPO, to be fair to them, are working on it. One is the risk that officers are trying to deal with at a time. Are they trying to deal with the most likely risk in front of them, or what somebody with hindsight could see subsequently? This is a very important point. Leaders can do that; but politically, and I think the Government is thinking about this, there is the bit about how much do we expect the police to anticipate, how much risk do we expect them to offset to compensate for everything else in society? I think politicians can help here if they take a line. The Home Secretary took a step in that direction by saying, “Domestic violence is very, very important but we need to focus now that we are collecting the

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information. We need to nail the risk rather than all the information we might possibly have about very extended families.”

Q408 Chair: Sir Denis, while you have been sitting before the Committee, the Independent Police Complaints Commission has published its report into Fiona Pilkington. I think you were aware it was about to be published?

Sir Denis O'Connor: Yes.

Chair: You know about this case?

Sir Denis O'Connor: I do.

Chair: It is a fairly damning report about what Leicestershire Police did in response to the concerns of Fiona Pilkington. Obviously you have not read it, but I have just been told that one of the points they raised is, “There was a tendency for incidents to be closed without any record of action having been taken, without any supervising officer checking matters.” There are criticisms of the structure, criticisms of the response. As an inspector, what would you do as a result of these complaints being brought to your attention? Could we have it as briefly as possible, obviously?

Sir Denis O'Connor: Chairman, we reported late last year, in a report called *Stop the Rot*, which looked at the big issues around that and a number of other cases and it was based on nearly 5,700 people who were the victims of antisocial behaviour. I think it goes a long way towards answering the issues, but the essence of it is, picking up on the point about bureaucracy, one way to deal with this is to make every officer that goes to every antisocial behaviour incident fill out a lot of forms. Another thing is to be smart enough to put some systems in that pick up the fact that Fiona Pilkington’s telephone number, name or address is repeating in your system, just like Amazon and others will do.

Q409 Chair: Are you satisfied that these systems are now in place?

Sir Denis O'Connor: No.

Q410 Chair: You are not?

Sir Denis O'Connor: I am not satisfied because, when we looked last year, 13 forces could identify vulnerable people and repeaters and about 21 or 22 repeaters. I think what you have to do to get the most out of policing so they are there for us and we notice them, you have to automate as much of that stuff as you can so they know what they are going to—do you see what I mean—before they arrive.

Q411 Chair: Is Leicestershire one of these 13?

Sir Denis O'Connor: Leicestershire, since then, have changed the practices and they have adopted new technology, I am told, from April this year, which should enable them to automatically pick up a repeat name and a repeat location.

Q412 Chair: What about the 13 you have mentioned? Are you writing to them? Are you checking on them to make sure that they are put in place?

Sir Denis O'Connor: Chairman, we did a major piece of work last year. In our programme not this year but next year we are going to revisit to see what people have done to cover off repeaters and vulnerable people using the latest technology and being smart about it and not bureaucratic, because that is the default position every time.

Chair: As Mr Ellis has mentioned.

Sir Denis O'Connor: Yes.

Q413 Chair: Sir Denis, you have been extremely helpful. You have promised to write to us with some information concerning the visits that you have made in the last year. We obviously don’t want lots of bureaucracy and you to spend lots of time poring over pieces of paper, but if it is to hand we would be most grateful to receive it.

I think the Committee feel—and obviously the Committee will produce a report on this, but certainly my feeling is—that you are concerned about the lack of detail that is still in existence at the moment as far as the new landscape is concerned, but you are willing to take on new responsibilities, presumably if you have the funding to enable you to do so. So there is scope for an expanded HMIC, if I could use that phrase, in the new landscape. Is that right?

Sir Denis O'Connor: There is some scope, Chairman, as long as—three things I would commend to you—we have clarity about our role, as any part of this landscape, and I hope you can bring some of that laser light clarity that hasn’t been there; I think they have to be able to deal with austere times we are in, which we haven’t been able to do nationally very well, and look at the priorities; and you make sure when people say they have a capability, whether it is to inspect, rather than HMIC or whatever else, they have it. Those seem to me to be three important things if you want to design a national landscape, and I welcome the fact that you are looking at the national landscape, so that we have some decent design principles in place for what we are building here.

Chair: We will do our best. Sir Denis, thank you very much for coming today.

Examination of Witness

Witness: **Nick Gargan**, Chief Executive, National Policing Improvement Agency, gave evidence.

Q414 Chair: Mr Gargan, thank you very much for coming. I am sorry we are a little late but, as you saw, since you were in the session, these are all very interesting issues. We have heard several witnesses express concern about the fact that the NPIA is going to be phased out before the new National Crime Agency is established, and the genuine concern by professionals—I think it was expressed by Sir Denis and by our witnesses last week—is that there is a worry about what is going to happen to these functions. Are you equally concerned that you do not have a clear understanding as to what is going to happen to some of your functions?

Nick Gargan: I am concerned, yes. On Thursday this week we will mark 10 months since the phasing out of the NPIA was announced and thus far, I think, around two dozen of the people within the agency know with clarity where they will be heading.

Q415 Chair: That is 24 out of how many?

Nick Gargan: At the start of the nine-month period, we numbered something a little below 2,000; that number is now down to around 1,700—the agency has reduced in size by about 18% in that period. Yes, of course I am concerned and I understand the mounting concern of ACPO colleagues, the Association of Police Authorities and other stakeholders. The National Crime Agency is part of the issue but only a small part. You asked Sir Denis about the proportion of our functions that may end up in the National Crime Agency. I think that there are around 90 people and a budget of around £5 million that are likely to end up in the National Crime Agency, and a further group of around 90 people and a further £5 million that could possibly end up in the National Crime Agency, so overall you are talking around about 180 people, £10 million—a pretty small proportion of the National Policy Improvement Agency—destined possibly, or indeed probably, to the NCA.

Q416 Chair: But at the moment only 24 officers out of 2,000 know where they are going to end up?

Nick Gargan: That's correct. They are members of our non-IT procurement teams who are destined for the Home Office and they should make that transition in the course of the summer.

Q417 Chair: Tell, us, what is morale like at the NPIA? Is it high or low at the moment?

Nick Gargan: In the circumstances, morale, I think, is outstanding. I think that the people of the NPIA have responded superbly. I have told this Committee that already on a previous occasion, and the response of members of the agency continues to amaze me. The performance of the NPIA by any objective standard is improving. We are rolling out significant national programmes like crime mapping and PND to a very high standard. Satisfaction with our courses and other programmes is virtually always at or near 100%. Availability of critical national IT systems is virtually always at or near 100%—and “near” means it never dips below, kind of, 99.5%. The people in the agency have responded superbly. Sickness is very low. The

day-to-day machinery of the agency responding to parliamentary questions is the best in the Home Office group.

Q418 Chair: Yes. So morale remains high?

Nick Gargan: Morale is good; but, of course, people are concerned, Chairman, as they would be, because they are uncertain about their future.

Q419 Dr Huppert: Let me first thank you, Mr Gargan, for arranging a visit that I made to part of NPIA near Hinchbrook, at Wyboston, which was very interesting. From my experience of that trip, I can say that morale did seem high. People there were concerned about what was going to happen, but I didn't have a sense that it was overtaking their operations. I was struck by just how many different things there were going on, although I'm sure I saw a tiny fraction of what was happening there. Do you think the Home Office fully appreciated all the different things that the NPIA did when it announced that it was being phased out?

Nick Gargan: I don't know. Of course, the Home Office is a big place with lots of individuals and I think some had a clearer idea than others of what we do. I think it is very good that you visited. I have written to the Chairman encouraging other Members of the Home Affairs Committee to visit other of our sites and see both the diverse range of things we do and the high standard to which we do them. I would encourage members of the Home Office to do the same. We are a complex business. Sir Denis talked about doing a small number of things well. Well, we have been charged with doing a large number of things, I think we do them increasingly well and the more awareness there is of that, then the more care will be taken over the decisions that are made about the future landscape.

Q420 Dr Huppert: I notice your comment on Twitter about how you are preparing for this session and looking at all the different things that NPIA have done. Even you were surprised on the wide range. Do you think the NPIA has failed to make its case—that it failed to persuade the Home Office of the huge range of things that it did do?

Nick Gargan: Clearly the NPIA failed to make its case because it is being phased out. I think that the NPIA has, nevertheless, been successful in terms of moving from this very difficult task of fusing together PITO, the Police Information Technology Organisation, Centrex, the trading organisation, the National Centre for Policing Excellence and lots of new business besides in the period since set-up. I think, by the standards of an objective assessment of performance, the agency has been a success and has made the case for itself, but clearly, in terms of the political judgment, it didn't make the case for itself and there are questions in principle that led Ministers to think that the national landscape should be organised differently and that, of course, is Ministers' prerogative.

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Q421 Dr Huppert: Do you think that it will be possible to have all of those functions either in the National Crime Agency or in the Home Office or in a professional body, or do you think that in another five years we will be trying to create some sort of improvement agency for national policing?

Nick Gargan: I think the fate of our functions is at risk more from the impact of the spending review than from any restructuring of the national landscape. By the end of the spending review, I see a £70 million or so gap between the cost of providing our services now and the cash available to do it. We are hampered by some indexation clauses in huge national agreements for critical and national policing infrastructure that drive our cost base up at a time when the spending review is driving our available resource down.

Q422 Alun Michael: We have referred already to the fact that there are functions that do not have a home to go to, as it were. Are there any of those that give you particular concern, where you think there is vulnerability by the fact that the location isn't determined?

Nick Gargan: On the basis that so few of our people know where they are heading, my concern is very widespread.

Q423 Alun Michael: No, I understand that general concern and you have expressed that very well, but are there any of the functions where you think it is critical and urgent and otherwise we may see a loss of effectiveness in those areas of activity?

Nick Gargan: No functions stand out at this time, but one of the things that will turn a particular function or a particular area into an area of threat would be the sudden loss of key staff. I guess our particular vulnerability there would be in the technical field and around ICT. We are watching that. We are seeing remarkably low staff turnover rates. Most of the exits I have described come through planned voluntary exit schemes, but were we to see an acceleration of staff turnover—and, as I say, I guess our vulnerability there is in the field of IT—that would be of great concern to me.

Q424 Alun Michael: You have heard from previous evidence that we have been asking questions about the focus of the national professional body, the new professional body for policing, and of the National Crime Agency. Nevertheless, are there specific functions that you think would find a natural home in either the professional body or the National Crime Agency?

Nick Gargan: In terms of the Crime Agency, I think our Specialist Operations Centre, our Crime Operational Support Teams, the Central Witness Bureau and the Proceeds of Crime Centre appear to be very logical and quite good fit units to go in. We could then stretch the point and insert our Serious Crime Analysis Section, the National Missing Persons' Bureau and indeed the Uniform Operational Support Teams into the National Crime Agency.

In terms of the national professional body for policing, that is poorly defined at the moment. Peter Neyroud has produced a report that, in some respects, is

remarkably detailed. We can go into Peter's report and find out how much a PCSO or a police sergeant will pay to be a member, but what we don't understand is which of those NPIA functions, with certainty, would end up in the body. We have taken the initiative in trying to take that conversation a step further. We have invited the Home Office, ACPO, the Superintendents Association and the Police Federation into the NPIA; a meeting took place a couple of weeks ago and further meetings are planned to explore the consensus about what this professional body should be for—what functions it should discharge—and in that we were guided both by the report that Peter Neyroud has helpfully produced and by the principles that were articulated by Lord Benson, deceased, several years ago. Lord Benson articulated the nine principal areas of activity of a professional body. We are going to explore the scope for consensus and for conflict-free progress with partner agencies moving forward.

Michael Ellis: Good morning.

Nick Gargan: Good morning.

Q425 Michael Ellis: I want to ask you about procurement if I may. The NPIA has previously dealt with police procurement and there is a move to transfer to the Home Office these powers and responsibilities with regards to non-IT police procurement. How do you see that moving forward?

Nick Gargan: Negotiations are taking place. Sometimes they move forward very quickly and sometimes we get stuck on small points, but I am confident that the effective transfer of staff into the Home Office will take place in the course of the summer and we are all mindful of the need not to jeopardise the savings that are, of course, part of the Government savings targets for the service by having a discontinuity of service during that transfer.

Q426 Michael Ellis: So you accept, Mr Gargan, that there are huge savings in buying things in one go for 43 forces, for example, rather than each negotiating their own deals, as has hitherto been the case?

Nick Gargan: It depends. Of course forces have been at this for a very long time. I was a PC in Leicestershire back in 1988 and I had occasion to buy a fridge and was told off by the head of our central admin department in Leicester for buying a fridge in the sale from a local hypermarket when I should have been to the Eastern Shires Purchasing Organisation. These questions are as old as the hills but, yes, incrementally—

Q427 Michael Ellis: But surely it is common sense; one doesn't need to be a businessman to know that if one is buying 1,000 items rather than 10 or 100 items, one is able to negotiate a better deal. That is the principle, isn't it?

Nick Gargan: Precisely. It is just the concept of scale is successively redefined, economies of scale. It used to be that the economy of scale was perhaps the force working with the local authority. Now we have moved on and we are having a debate about the scale incorporating the 43 forces, the police service as a whole, rightly so, and the agency has been very much at the vanguard of that.

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Q428 Michael Ellis: So you are supportive of that? You see that moving forward positively?

Nick Gargan: Yes.

Chair: I am sure the fridge is still there in Leicestershire.

Nick Gargan: Well, it was Charles Street Police Station, Chairman, so if it is still there it is not a police fridge any more.

Q429 Chair: When I go back on Friday I will try and find it.

What concerns me, Mr Gargan, is that I think that at the moment we have some pretty impressive people leading the police service—yourself at the NPIA, we have Sir Hugh Orde, we have Sir Denis O’Connor—and we keep getting a message back from all these witnesses to tell us there is concern because the jigsaw has not been completed. Have you all got together, the leaders of the police service representing the organisations that are going to change, and sat around a table and tried to put up a template to the Government as to what you think ought to happen as far as the new landscape is concerned, bearing in mind the fact that the Government quite rightly wants to unclutter the landscape, so there are fewer organisations rather than more, and they want to save public money? Why is this not something you have been doing—not you personally but collectively, those who run the police service?

Nick Gargan: It is something that I have been doing personally and it is something that we have been doing collectively. The agency engages fully in the various programme boards that are the machinery of this change to the national landscape. Sir Hugh and I see each other on a very regular basis. Invariably more than once a week, we are having active discussions about how we can work together—indeed Friday of this week, a collection of ACPO officers will meet with members of the NPIA and we will spend the day working out how the professional body might look and might interact with ACPO. The agency has provided a succession of alternative corporate models, community interest companies, mutuals, organisations owned by the service—many, many ideas that might help ministerial thinking about how the national landscape might look. It is our role to do so, to be positive and resourceful in producing alternatives; but of course it is the ministerial responsibility to decide how things will be and it is our job to support them in that.

Q430 Chair: Of course. Now, one of the points that has been raised with previous witnesses is the issue of police bureaucracy. Mr Ellis has raised this already. Sometimes guidelines are very important, aren’t they? One of the functions that you have is to provide guidelines for police forces over the way in which they deal with issues.

Nick Gargan: Indeed, and the NPIA has produced a great amount of doctrine and guidance, rather less as a proportion of the overall quantum than one might imagine. In a recent audit of 600 items of doctrine, the NPIA was responsible for fewer than 100. Indeed recently we were invited into one of the larger police forces to help them conduct a review of policy and

doctrine and we found 900 separate policies; on occasion different divisions in the same force each had their own policy in relation to a specific issue, and indeed the oft-quoted guidance on riding a bicycle was there—not our guidance, I hasten to add.

Q431 Chair: Of course. One piece of guidance you issued in 2009¹ was this, “Warning against ethnic profiling: examining officers must take particular care to ensure that the selection of people for examination is not based solely on their perceived ethnic background or religion.” I am not sure whether you know about this guidance. Your agency went on to say, “The powers must be exercised in a manner that does not discriminate. To do so would be unlawful.” Yet today we hear from *The Guardian* that Asian people are 42 times more likely to be held under terror laws. Why do you think the guidance that has been issued by the NPIA has been so ignored by local forces, or have they ignored it?

Nick Gargan: I am aware of the report in *The Guardian*, but unaware of the facts that lie behind it. I have great sympathy for the point made immediately before I joined you by Sir Denis who said that there is just so much guidance out there that finding it is an impossible task for officers. I think we should look beyond the guidance and think, “Hold on a minute, what is the operational reality of that?” If people from a particular racial background are 42 times more likely to be stopped, then that just indicates they have got a form of blanket racial profiling and, if it were true, it is not the failure to follow guidance that is the issue. It is the attitude and mindset that drives that activity that is the issue. I think that is at the heart of it.

Q432 Chair: Do you think it is worth pursuing—that these figures are worth pursuing?

Nick Gargan: Of course those figures are of concern. I don’t know the facts of the case but it is worthy of a closer look. It is more Sir Denis’ role than mine, or indeed perhaps the force concerned, to have that look.

Q433 Chair: I think it is all the forces; it is 42% in total. Is it a particular force?

Nick Gargan: It is Ports, I think.

Chair: Is it the Met?

Nick Gargan: No, I think it is at Ports. I am not sure.

Q434 Dr Huppert: Can I look at IT systems and what is going to happen to those? But could I first ask, you ran the information systems improvement strategy—

Nick Gargan: Yes, I am the senior responsible owner for that.

Dr Huppert:—which was aimed, as I understand it, at trying to improve the local IT services and trying to connect them into a national system. Certainly my experience, from an evening I spent with Cambridgeshire constabulary, was that there were major weaknesses in their local IT systems in terms of time taken to do basic tasks. What will happen to the progress that is hopefully being made on those IT

¹ Practice Advice on Schedule 7 of Terrorism Act 2000 produced 2009 by NPIA on behalf of ACPO

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systems as the NPJA is wound down and where will all of that go?

Nick Gargan: I still run ISIS. I think it is a hugely important program for the service, for the reasons that you outline. It is receiving active consideration at this time. Indeed I met with Lord Wassermann, who is doing some work with the Home Office about the future of police IT, as recently as Friday afternoon and we both acknowledged the importance of ISIS moving forward. The answer is not yet clear, the ultimate destination of the ISIS programme, but we have a sensible set of principles on which to move forward. We have reinvigorated governance arrangements for ISIS. We have the support of the service and we have, I think, a sensible pragmatic plan incrementally to converge police IT and save substantial amounts of money while delivering increased interoperability, with which few would disagree.

Q435 Dr Huppert: Indeed, I hope we can continue that. As I understand it, the aim for the national IT is that there will be a GovCo set up. It seems to be the most likely route. How would that be different from just leaving it with something called NPJA?

Nick Gargan: I think details of the proposed solution are yet to emerge. I know that discussions are very actively taking place and preparations are being made to submit options to Ministers. I think it would be premature of me to offer a view on what one of those as yet not fully developed options might be.

Q436 Dr Huppert: But if there were to be a new body created to look after national IT, would it make sense for it also to take some of the other functions we have already heard may drop off the radar for NPJA?

Nick Gargan: The agency has argued consistently that there is a synergy benefit in maintaining as many of our functions together. So it would be hypocritical of me to distance myself from that earlier position. I think having consolidated national support services to policing in one place represents an economy of scale and provides synergy, so it is a personal view that there would be an opportunity there and it would be a sensible one to take.

Q437 Michael Ellis: Just to follow up, if I may, Mr Chairman. If I understood you correctly, Mr Gargan, the approach as far as the information technology is concerned that the Government is adopting is one that you agree will reduce costs and that will enhance information sharing, which is also very important between forces. I am concerned about the service received by the victims and witnesses of crime as well, of course, and the knock-on effect of consolidating this in the way proposed will not only save costs but also aid witnesses and victims of crime, won't it?

Nick Gargan: For example, on 23 June we will formally launch the Police National Database, which

came about as a result of the Bichard Inquiry post-Soham, and then for the first time we will be able to link automatically by intelligence the intelligence held by every force in the country. We are looking at the data already uploaded on to the system now and seeing hundreds of thousands of intelligence links that might previously have been unavailable to us. That could only be good news for the service that we provide to victims and witnesses and the way that we make our community safer. I think there is lots of scope for further interoperability and saving and improved service within ISIS and we should pursue the program irrespective of the changing shape of the national landscape.

Q438 Mr Winnick: First, I apologise for having been absent like a number of my colleagues. The Chamber is in session—that is the explanation.

Reverting to what the Chair asked you about those who have been stopped and questioned and the high percentage of Asians, one understands obviously, it goes without saying, that faced with the acute terrorist danger even if there had been no 7/7 and the atrocities that were committed, is there not a danger of so pursuing matters that it gives the Muslim community in particular—although, of course, other Asians may well be questioned—a feeling they are being singled out when they are as law abiding as anyone else?

Nick Gargan: There is a very real danger, and indeed there is no shortage of evidence that in some places that has ceased to be a danger and has become a reality. There is that perception that that is precisely how communities feel. It is a very difficult balancing act for colleagues, balancing the need to maintain the confidence of communities while doing an effective job in managing and mitigating the threat of terror. I have great sympathy for colleagues who have that difficult task, but yes, I must acknowledge there is that danger.

Q439 Mr Winnick: And sympathy for people no less law abiding than ourselves who suddenly find themselves being questioned and feel the only reason they are so questioned is because they happen to be of Asian origin.

Nick Gargan: Exactly.

Chair: Thank you, Mr Gargan. As always you have been most helpful. We may write to you again. This is a story that has no ending at the moment, so we will be writing to you again for further information. You have been very helpful. From your organisation, Mr Horne has been extremely helpful and we are most grateful. I will look for this fridge when I get back to Leicester.

Nick Gargan: It is probably still working.

Chair: Thank you very much.

Tuesday 14 June 2011

Members present:

Keith Vaz (Chair)

Nicola Blackwood
Michael Ellis
Lorraine Fullbrook
Dr Julian Huppert
Steve McCabe

Alun Michael
Bridget Phillipson
Mark Reckless
Mr David Winnick

Examination of Witness

Witness: **Tom Winsor**, Author of the Independent Review of Police Officer and Staff Remuneration and Conditions, gave evidence.

Chair: Mr Winsor, first may I apologise for keeping you waiting? I am afraid that the last session ran on just a little and that is why you were delayed, but thank you for coming to give evidence today. May I ask members of the Committee to declare any relevant interests in respect of the inquiry into policing?

Alun Michael: Yes, my son is Chief Executive of the North Wales Police Authority.

Q440 Chair: Thank you, Mr Michael.

Mr Winsor, you said, I think, in your report that fairness is an essential part of any new system for pay and conditions. Why is it that so many police officers—in fact every police officer I have spoken to, and the Committee met a number of police officers recently in the House—believe that your proposals are most unfair and that they will result in them losing money?

Tom Winsor: Some will lose money, but we estimate that 60% of police officers will be better off as a result of the recommendations in my review, if they are implemented. I spent a considerable amount of time visiting police officers at their places of work—on shifts in the middle of the night, out in the cold and the wet, in the police vans and all over the country—and what they said to me, almost unanimously, was that the existing system of pay and conditions was grossly unfair. It is a 1970s system—designed in the 1970s for a 1970s police force—and it is in desperate need of reform.

Q441 Chair: So they said it to you.

Tom Winsor: Certainly they did. They regard a system under which you are paid the same for doing different work as every bit as unfair as being paid differently for doing the same work.

Q442 Chair: But if 60% are going to be better off, that means that 40% are going to be worse off as a result of your proposals. Many have said that as a result of your proposals, given that 40% of police officers will be worse off, morale is at its lowest that it has ever been in the police service. Do you recognise such things? Do you think that morale has gone down as a result of what you have proposed?

Tom Winsor: It is hard to be sure what the state of morale is. My recommendations, as I have said, come out of extensive discussions with officers and staff. We have come up with a system whereby there are,

according to our figures, £1.1 billion-worth of savings from the police pay bill over the next three years. Of that £1.1 billion, £485 million, if my recommendations are accepted, will go back to the police forces' budgets, while £635 million will go to front-line policing, with additional and new allowances and payments that will recognise the police officers who are on the front line and doing the most arduous jobs—out in the cold and wet, being kicked and punched and facing danger, or using skills of particular importance to the police—and mean that they will face increases in their pay even after a two-year pay freeze and also a freeze on annual incremental payments. Some police officers—many police officers—will be better off as a result of these recommendations, but it is undoubtedly the case that if we are going to find savings, there will be losers as well as winners, but there are far more winners than losers.

Q443 Chair: Your scheme proposes voluntary redundancies. Just from walking around the House and talking to a number of officers whom I have known for all the years that I have been here, I have found that the most experienced are now deciding to leave the service because they do not want to be part of a new system that will mean that they have to pay £100 more every month for their pension, as well under which, as you said to the Committee, 40% will lose pay. Is there a risk in these circumstances that the most experienced officers are going to say they have had enough and that really they want to go? We will replace them with new recruits or others who just do not have the experience to do the job that they are supposed to do, and in the end, the fact that the most experienced will have gone will be a problem if we are trying to deal with catching criminals.

Tom Winsor: It is for individual police forces to decide the composition of their force but, yes, it is possible that experienced police officers will choose to leave the service when they have clocked up 30 years. I very much doubt whether those experienced police officers are going to leave any earlier than 30 years because of the double accrual of their pensions in the last 10 years of their service. Yes, my recommendations do contemplate a system of voluntary severance on the same terms and conditions that the civil service face, but that is an interim solution. What we are considering in part 2 of my

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report—as you know, part 1 is a short-term set of recommendations; part 2 is far further reaching—is a change to the structure of police careers. That involves a movement—and this is for consideration and consultation; there are no conclusions of course—to a system of perhaps military-style short, medium and long service commissions. A police officer therefore would not sign up for a guaranteed job for 30 years or 35 years. They would instead sign up for perhaps an initial term of five to seven years.

Q444 Chair: But is that not changing the very nature of policing? If you try to compare the career structure of the police with that of the Army, is it not a different type of work that is being envisaged?

Tom Winsor: Well, I know of no other occupation in which you are guaranteed a job for 30 years, and yet the system of police careers is that very, very few people—unless they are dismissed from the service for misconduct—would choose to leave. Indeed, the structure of the old pension system pretty much locks them in. That is not the case under the new pension system, of course, but, yes, it is a change in the nature of policing. However, we must remember the history of police pay and its structure, and where the police came from. It is a unique genesis that goes way back to the days of hue and cry in the middle ages. It is a fundamentally different thing.

Q445 Chair: Indeed. In conclusion on this point, the nature of policing will change as a result of what you are doing. It is not just what the Government are proposing as far as the landscape of policing is concerned, which is about structures. This is about the type of people who we are going to have as our police officers. That will change.

Tom Winsor: Yes, I believe that is so. If the recommendations in part 2 are as radical as the recommendations in part 1—I do not know if they will be or not; we are about to go into consultation on it—it is conceptually possible that if those recommendations are accepted and implemented, there could be a fundamental change in the kind of police service we have. This is about many kinds of things such as the kind of person who wants to join the police, what that person's career will look like, how long they will remain police officers, and indeed whether people can leave the police and come back. That is why the time scale for part 2 has generously been extended by the Home Secretary from reporting 12 weeks after the end of part 1 to next January.

Q446 Mr Winnick: Are you surprised by the anger and dissatisfaction felt by police officers up and down the country?

Tom Winsor: No. I knew that there would be dissatisfaction and criticism from those who were likely to lose, but when we published part 1, we were startled by the vehemence of the e-mails we were receiving from police officers who had believed what they had read in a number of sources—that they were going to be materially worse off. We asked them a number of searching questions about their individual circumstances, their average amounts of overtime and the nature of their work they did, and in many cases,

having fed those numbers into our model, we were able to respond to them that rather than being £3,000 a year worse off, they would actually be between £800 and £1,700 a year better off.

Q447 Mr Winnick: But, Mr Winsor, just now you told the Chair that 40% of the police will be worse off, so leaving aside the arguments about the remaining 60%, you have already admitted that 40% will be financially worse off. Is that correct?

Tom Winsor: Yes.

Q448 Mr Winnick: So the anger and dissatisfaction—even if it came from only the 40%, the police will, I am sure, question whether it is only 40% who will lose—is perfectly understandable, is it not?

Tom Winsor: Yes, I can understand—

Q449 Mr Winnick: How would you like to lose some of your income?

Tom Winsor: That happens to me from time to time.

Q450 Chair: Or 40% of your income?

Tom Winsor: That has happened to me in the past as well, but that is because I am—

Q451 Mr Winnick: If I may say, you would not be very complacent about losing 40% of your income.

Tom Winsor: No, they are not going to lose 40% of their income; 40% of police officers are going to lose some of their income.

Mr Winnick: Yes, I realise that.

Tom Winsor: Nobody is losing 40% of their pay, but the financial circumstances of the country require savings to be found.

Q452 Steve McCabe: Mr Winsor, you say in your review that it is striking that chief constables and police authorities do not possess some of the most important instruments of management, control and intervention. What did you have in mind? What are they lacking that you find regularly everywhere else?

Tom Winsor: Principally severance, the power to decide on the composition of their work force, and the kinds of skills that they need to meet the future needs of the police force in question. They do not have the right to make police officers under 30 years redundant. I have not made recommendations for a system of compulsory redundancy. What we are considering, as I mentioned to the Chair, is a system whereby careers will have breaks in them instead. That, it seems to me, has much to be said for it, but we are about to consult on that.

The adequacy of the work force planning instruments in the hands of chief constables is quite startlingly low. I think that a modern police service, with the financial constraints that it faces, needs to have the toolbox more generously filled.

Q453 Steve McCabe: So severance, composition of the workforce and redundancy. I guess that work force planning is not so wonderful in lots of other organisations as well, but we will leave that aside. When you made your comments about current police

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pay and conditions inhibiting the ability of the police to adapt to the changing needs of the public, was that the same as the point that you think the existing structure of pay and conditions prevents the Chief Constables from doing the things you have just been talking about?

Tom Winsor: Yes. I think that the allowances, the competence-related threshold payments of £1,212 a year and the special priority payments of up to £5,000 a year are instruments that were ill-designed and have worked rather badly. They need to be abolished and replaced with something far more focused and capable of meeting the needs of the police service. Similarly, the arrangements for overtime in some respects are excessively generous and should be scaled back.

There are savings to be made. I believe, coming back to the morale point, that there is a recognition among many police officers that this is an outdated system that was designed 33 years ago. It needs to be brought up to date. It is a barnacle encrusted hulk that needs to be reformed in many respects, and police officers recognise that if these reforms are implemented, while there will be financial losers, there will also be financial gainers. It may very well be possible to retain higher numbers of police officers and police staff if these reforms are made. We could have gone further.

Q454 Steve McCabe: In terms of going further, if you get this far you are going quite far, it seems to me. However, if you succeed in this, do you accept that, as others say—you said yourself that you want to fundamentally change the nature of policing and the type of policing—you are also changing the relationship? Police officers then very clearly become employees of the Chief Constable, and as such they must be entitled to the same employment rights and protection as every other employee? Would you accept that?

Tom Winsor: No. Police officers—

Q455 Steve McCabe: Why not?

Tom Winsor: Well, police officers are not employees and none of my proposals—either the ones that I have already made or the ones I anticipate making—will in any way change that. The office of constable is an extremely precious and important instrument.

Q456 Steve McCabe: But this is someone who can be sacked or made redundant at the behest of the Chief Constable because he decides he does not need that person in his organisation any more. This is someone whose career can be terminated because the work force planning arrangements change the nature of the organisation. That sounds like an employee to me. How does it differ?

Tom Winsor: It does differ because they are not employees, and I have no anticipation—

Q457 Steve McCabe: So tell me what the distinction is. This is what I do not understand.

Tom Winsor: They have an original not a delegated jurisdiction—that is the fundamental difference between an employee and an officer under the Crown. Now, that does not mean to say that, in management

terms, the leaders of the police service should not be given appropriate management tools to be able to configure their work force so as to meet the public, who are paying for—and indeed desperately need—their services.

Q458 Steve McCabe: Is it fair to say, Mr Winsor, that what you are trying to achieve is modernisation for the benefit of the management so that they can be more responsive to what you think is important, but that you want to preserve the historic part that would deny the employees the rights that everyone else would get, because you do see some benefit in the historic relationship with the police in the present structure? What you actually want to change is just the modern management methods to allow the chief constable to make the organisation more flexible. Is that a reasonable way of describing it?

Tom Winsor: Not really. My objective, of course, is to meet my terms of reference. I believe that the way in which I am approaching it will benefit not merely the management of the police service, but the public for whose benefit the police exist.

Q459 Steve McCabe: But what about the police officers? I do not quite understand how they fit into your new structure.

Tom Winsor: Because they are going to have a system that is demonstrably much fairer than the system at the moment, and that will enable police forces more efficiently to deploy their resources—and therefore save jobs rather than lose jobs—and meet the efficiencies and the other requirements that are placed on the police service. Also, you mention preserving the historic. That is not for sentimental reasons, but because I think that the independent office of constable, with an original and not a delegated jurisdiction, is a fundamental bulwark to ensure that the police service in this country is not a militaristic instrument of oppression or potential oppression by the state against its citizens. That is absolutely central to the future of the police service and I believe that is extremely valuable.

Chair: We must move on. May I ask colleagues to be as brief as possible?

Q460 Dr Huppert: Mr Winsor, you are proposing a number of changes to police pay and conditions, as we have just discussed. At the same time, there are quite a lot of other changes happening around policing. We are seeing the National Police Improvement Agency going, the new National Crime Agency, police and crime commissioners and so on. What do you think are the risks of having all of this change happening at once?

Tom Winsor: I believe that all these reforms are certainly intended by their designers to be changes for the better. They will of course require the police service to make considerable changes in the way it does things—that is right. I think that the accountability of the police is an extremely important thing that needs to be maintained and enhanced. The reorganisation into the National Crime Agency and the bringing together of certain other functions are clearly matters of political controversy. They are not

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within my terms of reference, but clearly the reforms that I am recommending in terms of pay and conditions are part of that matrix.

The point has been made that this is just too much change for the police service to absorb all at once. I believe that if this is properly implemented and harmonised, there could be changes of very considerable benefit to the public interest—that, after all, is what we are about.

Q461 Dr Huppert: I think we can assume that the Government always at least try to do things they believe are the right things to do—we will take that as read—but do you think there are issues about the overlap, especially because it is all happening at once? Do you think that there would be additional confusion, an additional lack of clarity and additional issues just because all this is happening at the same time, rather than separated by a year or two?

Tom Winsor: No, I do not think that these are changes of such complexity that they will confuse people, but a significant amount of management attention will be required to ensure that they are properly harmonised and introduced. Of the principles that I set out in my part 1 report that I suggest should form the part 2 report, one of them is the phasing in of some of the reforms that I am recommending, if the recommendations are accepted. It is quite clear to me that whatever model—if, indeed, we have one at all—there is for job evaluation and performance-related pay, and perhaps even regional pay, which are matters for part 2, if we are to go down that route, there are aspects of such things that the police service simply is not capable of introducing immediately or indeed in the short term. One of the recommendations that I am likely to make is that if the police service is not ready for that whatever reforms there are, they should be phased in over time—regarding not only when they come in, but the extent to which they are brought in and in which parts of the country they are brought in. Some police forces, such as the Metropolitan Police, might be more ready to embrace earlier a version of the new model police career or performance-related pay than forces in other parts of the country, or vice versa.

Q462 Mark Reckless: You emphasised that police officers could not be employees because they have an original rather than delegated jurisdiction. Does not that also apply to Members of Parliament, and were we not held by the courts to be employees?

Tom Winsor: Well, you are not employees, and the positions of Members of Parliament are unique, are they not?

Q463 Mark Reckless: But Mr Winsor, we are employees, because the court judged us to be so when a Mr Gibson, I believe, took the Labour Party to court with respect to discriminatory arrangements for the selection of candidates to be MPs. The courts held that we were employees and it strikes me, as you say, that it is very, very important that police officers do

have discretion over search and arrest and that they are not given instructions by their superiors in the same way as I, as a barrister, could be employed. That does not mean that that would overcome my duty to the court and, you know, we see with MPs that we are employees. That is why I just do not fully understand the position you or perhaps others have taken that police officers are not and cannot be employees.

Tom Winsor: Well, they could undoubtedly be made employees with a stroke of the legislative pen, but I just do not see the benefit of doing it. I see very considerable benefits in not doing it, because if instead it were decided by Parliament that police officers should become employees but should have some statutory protection in terms of their discretions and judgments, I think that those statutory protections would be more easy for a future Parliament to change or for, in other ways, the Executive to abuse. The Executive's ability to abuse its powers in relation to the police is considerably less than it would be in any kind of employment relationship. I believe that the office of constable should be sacrosanct, but that does not mean to say that individual officers should not have rights analogous to those of employees. They already do in terms of, for example, health and safety, and access to employment tribunals, such as for protection against unlawful discrimination.

Q464 Mark Reckless: But if their rights are analogous to employment rights, and if in many ways, at least, the relationship is one of employer-employee, is there not a possible danger that rather than a legislative pen, it could be a judicial pen that simply determines that police constables are employees in the same way as the courts did for officers on the railways, and in the same way as the courts did for MPs?

Tom Winsor: Well I am not sufficiently familiar with this—you have the better of me in terms of the judicial determination in the case of MPs—but I can see no scope nor circumstances in which, given the weight of law and history that is behind the office of constable, a court could possibly suddenly determine that 800 years of history proceeded on a misconception and in fact police officers are now, and had always been, employees. I just do not see it happening.

Q465 Mark Reckless: Did they not do that with British Transport Police?

Tom Winsor: I think the BTP were altogether different. They were always employees of the British Railways Board.

Q466 Bridget Phillipson: Mr Winsor, you say in your report that in too many respects the police service has not been successful in establishing and operating a sound, non-bureaucratic, objective and fair system of appraisal of the performance of individual officers. You recommend that the competence-related threshold should be abolished. Would not an alternative be simply to improve the system of appraisal while not scrapping the payment outright?

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Tom Winsor: I think the competence-related threshold payments are discredited because something like 97% or 98% of police officers who are eligible for them, and apply for them, get them. Very, very few people are refused, and an element of performance-related pay that almost everyone gets is automatically suspect, as it is just another increment on the pay scale. You mention the appraisal system, and unsatisfactory—bordering on dishonest—appraisals are not unique to the police service. There are many organisations that will not give honest appraisals of their employees for a variety of reasons, such as because of a demotivating factor, but I have encountered the greatest level of dissatisfaction with the performance appraisal system in the police service than in any other enterprise or walk of life that I have encountered in my professional career.

Why are managers in the police service not doing appraisals as well as they should do? I am sure many do—maybe I have met them—but many, many do not because not much turns on it. No money turns on the appraisal system, so it is easier to give someone a “steady as she goes” kind of appraisal, rather than an honest appraisal saying, “You are just not performing as well as you should be.”

This is perhaps one of the greatest sources of resentment. Nobody joins the police to become rich. Nobody joins the police for money reasons. They join for much higher and nobler reasons, and the thing that really causes considerable anger and resentment is that people who are underperforming are not dealt with. They are not dealt with fairly or robustly. The unsatisfactory performance procedures are just not operated in the way that they should be, so honest appraisals would be a significant improvement to the way things are done.

Q467 Bridget Phillipson: But surely it would be possible to deal with those who are underperforming while at the same time introducing a system of fair and honest appraisal that could reward good performance and expertise. This report is all about looking at reform. Surely it would be possible to bring in sensible reform and a sensible appraisal system while still retaining an element of reward for those who prove themselves to be the most experienced and competent officers.

Tom Winsor: Yes, I entirely agree. It ought to be possible to introduce a better appraisal system, but if you are going to attach money to the appraisal system—there are arguments for doing that and arguments against doing it; there are many different varieties of performance-related pay and part 2 will consult on them—having honest appraisals is, of course, highly desirable, and that is only fair to those who are subject to the appraisals. But the fact is that up until now it just has not been working the way it should be. I have made recommendations for the unsatisfactory performance procedures to be tightened up, and also for the introduction of additional allowances, such as the expertise and professional

accreditation allowance to reward the acquisition and use of additional skills in matters such as neighbourhood policing and public order.

Q468 Michael Ellis: On a point of clarification if I may. It was suggested earlier by some of my colleagues that because you had said 60% of police officers were going to be better off, 40% will be worse off. That does not automatically follow, does it, because presumably some will remain roughly the same roughly?

Tom Winsor: Yes.

Q469 Michael Ellis: Thank you, I just wanted to clarify that. You have confirmed that there is quite a lot of misinformation. You were explaining earlier that some police officers who thought they were going to be worse off will be better off, or at least the same.

Can I now come to the main question I wanted to ask you, which is about bureaucracy? I am worried about levels of bureaucracy in the police. I presume you have found some examples of over-bureaucratic methods, but your review’s recommendations say that they should not unjustifiably add to the bureaucratic burden on individuals and police forces, so that raises the possibility that there might be some justifiable extra burden. Will you elaborate on that a little? Do you anticipate some increase in bureaucracy?

Tom Winsor: I do not anticipate any appreciable increase in bureaucracy, but we are encouraging a more honest appraisal system. I have seen some appraisals that run to 20 or 40 pages, and others that are much, much slimmer—there is wide variation. There is going to be some additional administrative burden, such as with the unsocial hours payment that we have recommended whereby there will be a 10% increase in the hourly rate of pay for officers in the federated rank—that is up to and including chief inspectors—for the hours worked between 8.00 pm and 6.00 am. Now, in order to operate that system, it is necessary for the police force to know who is working that shift and what rank he or she holds. Some police forces do not know that and they are going to have to find out. Now, if a factory can have a system whereby it knows when their workers are working and who they are, so can the police.

Q470 Lorraine Fullbrook: Mr Winsor, can you explain how the creation of the professional body for policing fits with your recommendations?

Tom Winsor: It is very likely to harmonise with them if Peter Neyroud’s recommendations are accepted—he is out to consultation now. If the police do create a professional body for policing, that fits rather neatly with the principles and proposals that I have made for the establishment, for example, of the expertise and professional accreditation allowance, which is an interim measure, and for the recognition of skills that are acquired and used in police careers so that those who do not only the most arduous jobs, but the most highly skilled jobs, should be recognised through pay as well as in other ways.

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Q471 Lorraine Fullbrook: So you would say that the creation of this body is a good thing for the recommendations?

Tom Winsor: It is certainly consistent with the principles on which I am operating.

Q472 Mr Winnick: I see that when the Home Secretary appointed you to look into the review of police pay and conditions, and so on, she also specified that in reaching your recommendations, Mr Winsor, you should have regard to the tough economic conditions, the public deficit and the consequent Government spending review, the resolution by the Government that the public sector must share its burden of the deficit, and the Government's policy on pay and pensions. Presumably, you did what she asked you to do.

Tom Winsor: I have adhered strictly to the terms of reference that I have been given. If I may follow up on the implication of that question, the Home Secretary gave me no indication whatsoever as to the conclusions that I was expected to come up with.

Mr Winnick: I never said that she did.

Tom Winsor: I know that you did not say that.

Q473 Mr Winnick: Do not be so much on the defensive—there is not a plot against you.

Can I just clarify? Mr Ellis put a particular point of view and you agreed with him. Unless I have made a mistake, in an earlier response to the Chair you made it perfectly clear that 40% would lose out. Am I right? Can we just clarify that?

Tom Winsor: Of the police officer numbers, 40% of police officers are likely to receive less pay under these proposals. The correction was that it is not a question of them losing 40% of their pay.

Q474 Chair: Yes, I think that was my understanding as well.

Tom Winsor: 40% of the police force will be worse off.

Q475 Chair: And 60% will be better off.

Tom Winsor: Correct, but some of them will not be very much worse off. It is not true, even though we have seen the—

Q476 Mr Winnick: Yes. I think you have qualified that 40% will be worse off.

Tom Winsor: Correct. So some of them will be very much—

Q477 Michael Ellis: Mr Winsor, I think the record will show that you were originally asked about 60%,

and then it was assumed from that there would be a 40% negative, but in answer to a question from myself, you agreed with me that there were some who would be roughly the same.

Tom Winsor: I wish that I had had an opportunity to add. I do not think there will be very many who are neutral, but there will be some people who are a little better off—maybe £200 a year—and some will be only a little worse off. The range is there. It is not possible to be precise about that because individual circumstances change, but I think that the neutral band in the middle is infinitesimally small.

Q478 Chair: I am not going to allow more questions on this. I think we are very clear on this—tell me if I am wrong. If I can summarise: 60% of police officers will be better off as a result of the Winsor review and 40% will be worse off, but there are margins where some will be a little bit better off and some will be a little bit worse off. Is that correct or do you want to change that?

Tom Winsor: No. That is entirely correct if the review is implemented.

Q479 Chair: Excellent.

I am going to end now because we have another witness. Thank you very much for coming in. One final question about double-hatting—when chief officers retire as Chief Constables and go off and get another job in the police service. Your review said nothing about that, although you did suggest that there should be no more bonuses for Chief Constables. Is that right? Have you said anything about double-hatting?

Tom Winsor: No.

Q480 Chair: Do you think that there should be double-hatting for chief officers—when someone who has retired on a very, very large police pension as a Chief Constable then goes and does something else within the police service?

Tom Winsor: We will be consulting on that, but my preliminary—not final—view is that if a man or woman, having attained that high rank, or indeed any rank, has earned his or her pension and then chooses to follow a further career, there is no objection in principle to that person doing so. Some people are retiring at ages considerably lower than yours and mine.

Chair: Excellent. We will not go into what our respective ages are, but thank you very much Mr Winsor, we are most grateful. We will see you again, no doubt, in due course.

Examination of Witness

Witness: **Paul McKeever**, Chairman, Police Federation, gave evidence.

Q481 Chair: Mr McKeever, thank you very much for coming to give evidence today. Many apologies for keeping you waiting so long. You have had the satisfaction of hearing about phone hacking and listening to Mr Winsor. You get the right of reply, which is something that he does not get.

I want to start with a general question to you about the new landscape—*[Interruption.]* The reason my colleagues are going is that they have other business to attend to in the House. As you know, there is going to be a National Crime Agency. The NPIA is being abolished, SOCA is being merged within the NCA and CEOP is being moved—there is a lot of change going on out there. To what extent, in the federation's view, because your members will be directly affected by all this, are these changes to do with uncluttering the landscape as opposed to being cost driven?

Paul McKeever: It is difficult to give an absolute, definitive answer on it, because we are in such a state of flux at this moment in time. We have just heard about the National Crime Agency being set up, and only time will tell whether that is going to be a success. The previous incarnations of something similar—SOCA and what went before it—were not considered to be the greatest success story within policing, so only time will tell there. In terms of the NPIA, I think the Government took the position when they came into office that it was a quango and therefore something that needed to be changed and altered. That surprised some of us in the police service because although there will be cost savings—certainly if you are going to break it up and look to reduce some of the functions that it performs—it was starting to perform pretty well. It had been there for only three or four years and performed a whole range of functions—running the police national computer and the radio system, and training as well—that before were in a cluttered landscape. A lot of the training, in particular, that had been spread across a disparate group of agencies was brought together.

Now we see a hectic race being undertaken to try to decide where these are going to go and where they are going to fit within new structures that are being formed potentially, such as the professional body that is being talked about or something else. We believe that that is driven by cost. We think that a lot of the change is driven by cost. You have heard Tom Winsor talking about the imperative within Government spending that has led to his review, in part at least. Yes, we are absolutely certain that a lot of what is happening at the moment is driven by cost, and that is from the great 20% cut in the police budget that we are subject to.

Q482 Chair: Yes. How would you assess current morale within the police service?

Paul McKeever: We have assessed it. We surveyed 42,000 police officers around the country and more than 98% of them said their morale was much lower than it had been prior to this time last year. Another factor that was indicative of how people were feeling across the country was that 90% of those polled said that they or somebody they knew was considering

leaving the service. That is something that we are hearing more and more as we travel around the country, and we speak to not just federation representatives but others within the police service. Alarm bells should start ringing, in our opinion, if those people are considering leaving. It is not just the 30-plus—those who have their service at this time—but those in the lower bands as well.

Something that has been forgotten is that we have a different police work from the one I joined 30 years ago. When I joined, I think I was the second oldest in my class at Hendon. I was 21 years old—straight from university—and everybody else was much younger. Today, or up until the freeze came on police recruitment, the average joining age was in the late 20s, and people brought experience from other professions and work spheres. They can therefore go back to that experience, if they so choose. It is a different work force that we have been recruiting over the past years to the one that I joined back in the 1970s, so we have to bear that in mind. That is why people are looking to go elsewhere.

Q483 Chair: We have other questions about the current situation, including the Winsor review, and we know the Police Federation is going to have a very big rally in Westminster Hall, as I think you did in the past when there was a discussion on pay and conditions. If police officers had the right to strike, do you think that people would be calling for strikes at the moment?

Paul McKeever: It is difficult to answer any hypothetical question when the position is that we do not want the right to strike. We want to preserve the office of constable and everything that goes with it—the independence of policing. Policing is almost unique in this country compared with anywhere else in the world, and we gain so much from that office of constable. To have the right to strike would change and skew that dynamic, and I do not hear many people calling for it at this moment in time. We want to try and convince the Government to preserve the office of constable and also to preserve the type of person who is coming into the service at the moment.

Q484 Chair: So is that the purpose of the rally that you are proposing to hold?

Paul McKeever: It is not to do with the right to strike at all, Chair; it is to do with the situation we find ourselves in. Tom Winsor has been here today to talk about his part in the changing landscape, but that is only one factor. There are so many other factors in the equation as well, particularly to do with the pay and conditions of officers, and I might touch on those later.

Q485 Mark Reckless: Just one particular point. You referred to it not just being 30-plus, but also in the lower ranks. Is there an issue in terms of the pension arrangements, and might some officers who are disillusioned because of the change in terms and conditions be staying on—almost hanging around—because the accrual rates, at least in the old scheme, go to double over the latter period? We heard before

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of some officers perhaps not performing as well as they might be. Is there a danger that the pension arrangements could be locking in some disillusioned officers who might otherwise leave?

Paul McKeever: People work in employment for all sorts of reasons. I come into contact with my friends who are still in the service. One of my closest friends, a DCI, would stay in the service a little longer because he wants to do the job, not because of the pensions arrangements. He wants to do the job; that is why we are police officers. However, clearly, you have commitments and budgets you have to take account of as well, and there will clearly be officers taking consideration of what is happening in their financial landscape. Yes, potential pension changes will play a part in that.

Q486 Mark Reckless: I am reassured to hear that, Mr McKeever. I hope it does apply to the vast majority of officers. Certainly, from my experience in Kent, I have always been impressed with the morale and commitment of the great majority of officers.

You said that there was going to be a 20% cut in the police budget, but I would just like to pull you back on that slightly because it is of course a 20% cut in central Government grant, rather than the overall budget. With respect to the Winsor review, which I think it is fair to say has not been universally popularly received in policing, the perception I often get from officers is they see it almost as a double whammy—there have been the cuts to the Government grant, and then the changes to terms and conditions. To the extent that the changes to terms and conditions save money, could you confirm that they may allow a lesser reduction in officers than would otherwise be the case?

Paul McKeever: I think it is unfair to throw out the choice—do we want to save officers, or have a reduction in our pay and conditions—because we have not chosen to give policing the low priority that the Government have. The Government chose to cut policing by 20%, or whatever figure you wish to come up with. It was not us who decided to do that. The result is that not only are we looking to lose officers, which we are, but we are looking at a cut in our pay and conditions. You can't just look at Winsor in isolation. One of the great concerns of officers is that not only do you have the Winsor review, which is looking to take between £200 million and £600 million out of officers' pay, but we also have the two-year pay freeze. Inflation is running at 5% or thereabouts at the moment and that could take another 10% out of people's spending power over the next two years. We have potential changes to police pensions as well, where there could be additional contributions, and we have what everybody else is experiencing with the rise in national insurance and taxation as well. So, in spending power, before you get to Winsor, you are already looking at officers potentially having 10% to 15% less money in real terms to spend than they had at the start of the two-year pay freeze, as well as perhaps changes in pensions. On top of that, some officers—you have heard already Tom Winsor say that 40% will be losers—will be losing perhaps another 10% as well. That really is causing a great deal of

concern across the police service, together with the changes in the pay banding and the normal yearly up-rating of pay. That looks like it could be frozen as well. That is going to have a real effect on younger officers in particular, and we are very concerned about that.

Putting it all together, you have this chain of events that is causing real concern for officers. We all have to budget—or most people have to budget—our household incomes. When you are looking at such a severe cut in your household income, it causes morale to lower so dramatically in the police service and to make people think, “Is this something that I want to carry on doing?” That is how people are talking; that is the experience they have. I know you are meeting Peter Harmon and with Ian Pointon this week, and no doubt they will be able to tell you that in Kent as well.

Q487 Alun Michael: May I take you back to something you said a few minutes ago when you described the sort of changes there had been in the pattern of police work and the demands on police officers, and the changing nature of the work they do? In the light of those changes, do you accept that there need to be substantial changes to police pay and conditions?

Paul McKeever: There is always change in police pay and conditions. We have had the Police Negotiating Board for 30 years and more, and it has worked effectively and well. It has been slow at times, but the changes have been there. What we are going through is a revolutionary process in terms of a lot of pay and conditions. We think it is muddled as well, because we have the first tranche of recommendations coming from Tom Winsor, which we are presently negotiating on in the PNB. We have a second tranche, but we are not sure how that is going to be impacting on the first tranche, yet we are in a position where we are negotiating. There could be some very big changes resulting from the second part of his review, which is published in January. We do not really know what it is we are negotiating.

Q488 Alun Michael: So it is the process and the muddled nature of the negotiating mandate that gives you problems?

Paul McKeever: Exactly, yes.

Q489 Alun Michael: Can you just indicate which areas of Tom Winsor's review—you have talked about it in general terms—are causing you particular concern, and perhaps which aspects you find quite attractive?

Paul McKeever: As I said, you have to put it all together with everything else that is going on in the policing landscape. We feel that the incremental pay freeze will be very detrimental to officers. We feel that some of the changes in overtime rates will be detrimental to officers. To an extent, we think it is going to be unfair, and the whole report was meant to be predicated on fairness. Also, there is unfairness around the arrangements to do with mutual aid, where you are asking people to leave their homes and take a substantial change in their living conditions for a period of time and yet they are rewarded very slightly

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for that change in their circumstances. There is a difference between asking officers to stay on beyond their normal tour of duty when they are near their home address, and then taking them to a completely different part of the country—perhaps even to Scotland as happened with G8 some years ago—and not rewarding them accordingly.

Q490 Alun Michael: And the bits you like.

Paul McKeever: Unfortunately, there is little that we like in it. Some changes to maternity pay we think are fair. But, overall, we think it is going backwards. It is going back to more of a management-led process than a collaborative one.

Q491 Bridget Phillipson: I asked Mr Winsor earlier about his recommendations regarding threshold payments and the appraisal system. Is that the sort of thing that the Police Federation regularly deals with—where officers feel dissatisfied that the system fails to tackle under-performance, shall we call it, or dissatisfactory performance? Regardless of your answer to that point, do you think that there are ways of improving the system that could be brought forward that would lead to an improvement in that feeling? I think there is a risk of conflating the two, as rewarding good performance and expertise is not necessarily the same as tackling those who perhaps are not performing as well as they could be.

Paul McKeever: We have called for years to have an effective appraisal system. It is something that we have been supporters of. We have not had an effective appraisal system in the police service. We have made a suggestion within the PNB that the SPPs be linked to an appraisal system and the CRTP is linked to an appraisal system in this interim phase we are going through. The first report is an interim report on a lot of its recommendations, and we feel it is strange to undertake such a review and such an upheaval in police pay when you still have a second part to come that is going to have a direct effect on the first part, some of the recommendations of which we are dealing with.

Q492 Dr Huppert: Can I ask about your response to the proposals for the creation of a professional body for policing? Let me just ask you that before I ask any leading questions.

Paul McKeever: We are still collecting evidence from our members. As you heard from Tom Winsor, a consultation process is going on at this moment in time. We have some real concerns with a professional body. We wonder why it is that we need a professional body when policing is in effect a profession already, and we wonder how it is going to alter the dynamic with the office of constable in particular. If you have to register with a professional body, how does that affect your performance and your role as an independent constable? There are some concerns there, but a full report back to the consultation exercise will be put forward in due course, so we are still a work in process at this time.

Q493 Dr Huppert: Do you not think that it would help to promote training and produce a new dimension

to improve the quality of and access to the good training that police officers get?

Paul McKeever: The best training that police officers get is on the job when you are with other officers and learn directly from them. However, we have a training body that was set up only two or three years ago—the National Police Improvement Agency—and within forces we also have a lot of independent training bodies and units to deal with particular aspects of that. Do we need a separate entity? I am not sure. I think the question to be asked is: if ACPO perhaps was not under pressure to change what it is—we understand its problems; we are not saying it does not have to change itself—would we be facing a professional body? I do not think that we would.

Q494 Dr Huppert: As you might have guessed, I was planning to ask you about ACPO and its future. How do you see the professional body and the relationship with ACPO? Do you see it as being dominated by police in general, or do you see it as ACPO-dominated? Does there need to be any sort of separate ACPO? What is your take on that balance?

Paul McKeever: I have to start from the position that we are not yet decided whether the professional body is absolutely the right way to go. In terms of ACPO, there has to be some central control system within England and Wales to deal with some of the issues that are inherent within policing—the large operations and so on. We recognise there has to be a command structure that needs to be separate from anything else that is put in place at this moment in time. I think you start muddling things greatly if you put ACPO together with the professional body. It would then be very different from any other professional body that I know of, as you would effectively have a command structure at the top of it—I presume it would be at the top—and everybody else would just be ancillary bolt-ons.

Q495 Dr Huppert: So what you are arguing is that a command structure should be entirely different from a training structure, a quality structure or anything else?

Paul McKeever: Absolutely. I think you have to. The senior police officers have to lead. They have to have a structure to allow them to do that, and we are very supportive of that entity, whatever shape or form it is going to be. One of the problems for ACPO has been funding rather than anything else. By bolting it on to some professional body, you give it access to funding, but that is not the right way to go about it, as far as we can see.

Q496 Michael Ellis: Are you giving some lip service to the idea of change, Mr McKeever? Do you resist any change whatsoever? Do you think it is right that the Chief Inspector of Constabulary should have a report that says that only 11% of the police are available at one time to the general public? We heard earlier today that we have a 33-year-old pay structure in the police. Do you not think that that should be modernised? Do you not think that it is analogous to any other public service? Do you think that it is appropriate that reform should always be off the

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agenda for the police? I take issue with something you said earlier. You said that the Government have given policing low priority. I suggest to you that that is obviously not the case. Even in the first year of this Parliament, police legislation has gone through both Houses. I am suggesting to you, very much so, that the—

Chair: What is your question?

Michael Ellis: The question is: putting a different view to that you have had so far this morning, is it lip service to change that you are giving at the Police Federation? Are you interested in change of any sort at any time?

Chair: Basically, this is an old system; don't you think it needs modernisation?

Paul McKeever: There are a lot of old systems that work very well. The first question was whether we are against change. No, we are not. We are not against change at all, and I have already said that we were the ones who proposed the changes and improvements in the appraisal system. We have been the ones who have been shouting for a long time, "Have some sort of centralised procurement." We are not against change there. If you look at how the structure of discipline and performance has worked over the past few years, you had change only in 2008, in terms of unsatisfactory performance. We were part of that change process. We worked very closely within it and influenced the change process, and we were content with what came out of it. The actual system of pay and conditions was last reviewed in 2002 and we took part in that change process as well.

Change for the sake of change is wrong. I think you have to have a reason to undertake change. If you look at some of the best models within the business world, such as Proctor and Gamble, they have kept their business system pretty much as is for the past 60, 80 and 90 years—because it works. You should not change things merely for the sake of change. Are we open to change? Yes, we are. I do not want to start going back into history too much, but if you go back to the Priestly report of the 1950s, it recognised that we as police officers, and others within public employment, actually work within a monopsonistic system, whereby we do not have anywhere else to go. It said, quite rightly, that we have to be treated fairly as a result of that. We think some of the tweaks and changes that are going on at the moment shift the balance too far the other way. That is what we are concerned about, not change itself.

Q497 Mr Winnick: Mr McKeever, when you spoke at the beginning of the meeting you were giving evidence about the value of your members. Can I just put this question to you: Mr Winsor said that 60% would be better off among the police force and 40% will not be, but that even amongst the 40%, according to his evidence, the loss will be minimal, so what is the trouble?

Paul McKeever: Perhaps you should ask the Government that question, Mr Winnick. Why are we going through this process when the changes, on Mr Winsor's evidence, are so slight? Our concern is that there are going to be some real losers here. There are going to be some real losers in terms of the amount

of money they take home in real terms. We are also very concerned about some of the changes to the conditions. It is not just about the pay; it also the shape of the pay, how it is paid and when it is paid. There is a change in the landscape that makes it much less attractive if you are a police officer. As I have said in some forums before, we are not just units or bricks; we are individuals—human beings—and you have to take us into consideration when you are working these equations out. Sometimes people forget that, and some of the impositions we see that come from this report would make it a much less attractive service, particularly in terms of diversity. Some of the female officers in the force would be worse affected by some of these changes. That is something we have to take real cognisance of.

Q498 Mr Winnick: You have spoken about your long service—indeed distinguished service, if I may say so—in the police force, and not least the job you are doing now on behalf of your members. Have you known such anger and dissatisfaction as exists now in the police, if that is indeed the position, during your time?

Paul McKeever: No, I have not, because it is so wide-ranging as well. It is not just one particular matter; it is right across the whole spectrum of policing. There is so much changing and we are in such a state of flux, and nobody knows what the shape is going to be at the end. There is a real risk there. We know that there will be unintended consequences.

Q499 Steve McCabe: Mr McKeever, the Government are putting great store by national procurement as a means of generating savings. The Police Federation said in written evidence that you weren't against this, but you cautioned against the safety and well-being of staff. What was your fear?

Paul McKeever: Our fear is that local conditions would not be taken into consideration if you are getting a one-size-fits-all product.

Q500 Steve McCabe: Give me an example.

Paul McKeever: Perhaps could I write to you.

Q501 Steve McCabe: Fair enough. I am sorry we are rushing through. I just wanted to know what was happening, but if you are going to write to me, that would cover it.

The other thing we hear is a great concern of the Government is the level of bureaucracy in the police, and obviously the federation has commented on that as well. In your judgment, what is going to happen as a result of all of these changes—Winsor, police and crime commissioners, the whole thing being shaken up and rearranged? Are we going to see bureaucracy diminish or is there going to be any additional bureaucracy? What is going to happen?

Paul McKeever: I can't see it diminishing greatly. The Government have rightly focused on trying to reduce bureaucracy—the previous Government did as well. We are a body that is accountable, so we have to be accountable to the public we serve. There is going to be a level of bureaucracy there. We have some concerns perhaps in the future with the elected police

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commissioners. Is there going to be a return to some of the bureaucracy that we have been able to drop from the central Government requirements that we have had in the past? Are we going to have 43 separate models around the country that are going to increase bureaucracy? We do not know. In terms of what is going to happen, I think we are in such a state of flux that all we can say is that there are going to be unintended consequences, almost certainly, and there are some real risks that are being taken in relation to change within the policing world. They are not my words; they come from Bill Bratton, who is a police officer, or ex-police officer, who is highly regarded not just by me, but by members of the Government and the Home Office as well. As he said when he introduced his change and had success in New York—it was in a very different environment—“Increasing resources, increasing police numbers.” We are looking at a very different environment here, so there will be consequences to what happens.

Q502 Michael Ellis: Is there any role that you think can be provided suitably by private sector organisations and the police, or do you think they have to be excluded completely?

Paul McKeever: I do not think you should exclude them completely, but our concern is that we are one of the last services of resort for people. We have to be there; we cannot fail. We have to be there for people at all times. If you look at some of the recent examples—the care homes for example—where there is a failure, that is something we could not entertain, I am afraid.

Q503 Michael Ellis: If we can talk about policing just briefly, you have stated that you have seen examples of forces bringing in private companies and adding to the police work load. Can you give any examples in policing of what you mean by that?

Paul McKeever: Again, perhaps if I write to you with the evidence there, that would be better.

Q504 Chair: We heard from Mr Winsor that before he concluded the first part of his inquiry, he went around the country—he went into police vans and to see police officers. He said that officers told him, “We must have change; the current system is very, very unfair.” Do you recognise that statement?

Paul McKeever: I do not. Tom Winsor went around and spoke to officers for two or three months. I have been doing it for almost 34 years now. I don’t recognise that at all, but I think it is the human condition that he has experienced. If you say to people, “Would you like more money for shift work?”, and you are talking to a shift worker, they are going to say, “Yes, I do.” If you then explain everything else that goes with it and the changes to their conditions they are going to be working within, it then perhaps does not look quite so attractive. I do not know the questions that he posed. I have not seen the evidence or the e-mails he says he has received. It is very difficult; it would just be an opinion.

Q505 Chair: But it is not something that has been reported to you. Your members are not clamouring to have this change?

Paul McKeever: To the complete contrary, in fact. People have huge concerns about it, particularly in the medium to long term.

Q506 Chair: As far as what has happened since he has published his report—he is obviously going to do another report and it is out for consultation—I noted that he was not able to come to the Police Federation annual conference, for whatever reason. Has he met you or other organisations to discuss the conclusions of his report, or is this the first discussion you have had, through the medium of the Home Affairs Committee?

Paul McKeever: In relation to part 2, that is the first time I have heard some of the proposals he is putting forward. We do have a meeting in the diary—I think it is later this month.

Q507 Chair: That is for part 2?

Paul McKeever: For part 2.

Q508 Chair: What about part 1? Since he published, have you met him?

Paul McKeever: I do not think we did meet with him after he published, no.

Q509 Chair: Would you find such a meeting helpful?

Paul McKeever: I am not sure whether we would or not because we are now into negotiations. It has left his sphere, if you like.

Q510 Chair: It has gone from him. You are negotiating with the Ministers; just tell us the process.

Paul McKeever: The process is the Police Negotiating Board. We are on the staff side—I chair the staff side—and the official side is made up of the Home Office, the police authorities’ representatives and ACPO as well. We are negotiating directly with them through the independent chair—he is an excellent chair—John Randall.

Q511 Chair: It is quite possible that the proposals that he has put out will not find their way into implementation at the end of the day.

Paul McKeever: Exactly. He was talking about the complete package when he talked about some of the factors in terms of the rates and so on. Some of those could fall off of the negotiating table and it could be losses to officers’ pay of between £200 million and £600 million, depending on what is negotiated.

Q512 Chair: What would your advice be to the officer I met in Central Lobby who is guarding the Chamber of the House of Commons? He has served for 29 years and says, “I am going to go at the end of August because I really can’t sign up to this new system.” What would your advice be to these senior officers who want to go?

Paul McKeever: I think it is very sad. I would say, “Nothing is a done deal at the moment.” We are in negotiations and we are ever hopeful that Government will realise the effect they are having on officers and,

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more importantly, the potential consequences that the whole package of change is going to have on the communities we serve and really do care about.

Q513 Steve McCabe: This whole reform is around money. Mr Winsor says that he anticipates savings of about £217 million, I think, up to 2014. Do you broadly share that view, or has the federation done any alternative costings?

Paul McKeever: I think I have said already that the best-case scenario for us would be losing £200

million. The worst case, depending on what is negotiated during the process, would be a loss of up to £600 million from officers' pay. It could be a lot worse than £200 million, depending on which of his recommendations are acted upon.

Chair: Mr McKeever, I am sure we will have you back in due course, but thank you very much for coming. Again, apologies for the delay.

Paul McKeever: Not a problem.

Chair: Thank you very much.

Tuesday 21 June 2011

Members present:

Mr David Winnick (Chair)

Nicola Blackwood
Michael Ellis
Lorraine Fullbrook

Steve McCabe
Alun Michael
Mark Reckless

In the absence of the Chair, Mr Winnick was called to the Chair.

Examination of Witnesses

Witnesses: **Ann Barnes**, Chair, Kent Police Authority, **Anthony Jackson**, Chair, Essex Police Authority, **Assistant Chief Constable Gary Beurtridge**, Kent and Essex Serious Crime Directorate, **Andy Barker**, Joint Director of ICT for Kent and Essex Police, and **Candace Bloomfield-Howe**, Head of Procurement for Kent and Essex Police, gave evidence.

Q514 Chair: Good morning. I should explain that the Chair, Keith Vaz, is engaged in other duties, but obviously he would have liked to have been here. First of all, may I ask members of the Committee whether they have any interest to declare?

Mark Reckless: Chair, I am no longer a member of the Kent Police Authority but when I was, I was closely involved in the collaboration and the process we are discussing this morning.

Alun Michael: My son is Chief Executive of the North Wales Police Authority.

Q515 Chair: It will be duly noted. Mrs Barnes, gentlemen, we are very pleased that you have come along today. We are particularly interested, obviously, in the way in which Kent and Essex Police have collaborated, and indeed have done so, as I understand it, in the last four years. First of all, how difficult was it to get the collaboration team up and running, given two separate police forces with its own ways and customs, presumably? Was it a difficult step initially?

Ann Barnes: I was Chair of Kent Police Authority at the time. It all dated back to the merger debate when we were looking at merging with the South East Region forces and Essex was looking to merge with the Eastern Region forces and at the end of the debate there was a duty on authorities to collaborate. That is how it ended up. It was a bit of an off-the-cuff remark of mine to the then Chair of Essex Police Authority, because I said to him that when we were looking to merge with the South East Region, we looked at Essex, but the Essex force and Kent force, if you looked at the force profiles, were like for like. They have virtually the same population, the same demographics, the same coastline, the same criminality links, and it made more sense to Kent to collaborate with Essex. The then Chair of Essex said, "Well, we looked at you as well and it made more sense to us to collaborate with you rather than with the two regions".

That is how it started. It started with a meeting in my office with the two Chairs and the two Chiefs and we said, "Look, we'll look at a scoping exercise", and that is exactly what we did. We had a small team; we gave them authority for a scoping exercise, looking at

operational functions and support services. That was in January 2007 and in April 2007 the Police Authority said, "Okay, we will proceed with the collaboration programme".

I think what was different, from our point of view, was that both authorities and forces are equal sizes so there was no one force taking over another. It was a meeting of equals with a genuine desire, not just to save money but to be more resilient and to provide a better service for both our communities. We have a can-do attitude. If there is a good, sound business case for doing something within those remits, we don't look for 10 reasons not to do it; we look for a good reason to do it and we get on with it.

Q516 Chair: The upshot, Mrs Barnes, because obviously time is limited—

Ann Barnes: I am sorry.

Chair:—is it has worked quite well, you are quite happy. Would that be the view of the rest of you: it has worked quite well in the public interest? After all, it is the public interest that we are concerned about, otherwise there would be no reason to do anything, as far as the police or anything else. As far as the public interest is concerned, you take the view that it's worked quite well. Could I take that as affirmative?

Anthony Jackson: Yes, absolutely.

Q517 Chair: Anything you wanted to add, please do.

Assistant Chief Constable Beurtridge: Yes, at an operational level it has worked extremely well. We have greater critical mass in terms of being able to deploy resources to key areas of business to provide a better service for the public. There has been some very good evidence of that in a number of cases where Kent staff have been deployed to technically and ethically very serious crimes in Essex, and vice versa where Essex staff have been deployed to Kent to deal with very, very serious cases, for the public good. Serious crime, if it goes unresolved or undetected, can have a very damaging effect on public confidence and I think we have been very successful in that venture.

Q518 Chair: Can I ask, when you started off on this very interesting collaboration, which perhaps other police forces will be looking into, if they have not done so already, did you receive any assistance from

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the Home Office or the National Police Improvement Agency?

Ann Barnes: No.

Chair: They knew what you were going to do, obviously? That was the question.

Ann Barnes: Obviously, and the fact that we went out of our government regions was unusual but we decided that this was the best way forward for our communities, and we did that. We have this can-do attitude. We have a governance underpinning it, we have a Joint Statutory Committee underpinning it, and we have collaboration programme boards chaired by the Deputies, and we have a dedicated collaboration team who works with it. I have to say, Mr Winnick, we did just get on with it and if we found problems and issues we solved them.

Q519 Chair: Yes, clearly, but what perhaps is surprising is that someone from the Home Office or the National Police Improvement Agency did not say, from time to time, "How is it going? Could we have a note on the progress?" and so on and so forth. Nothing of that occurred?

Ann Barnes: I do not remember it.

Anthony Jackson: We did have some financial assistance running it as, if you like, a pilot of £500,000, but little else. Can I also say, just to support what Mrs Barnes says, the first meeting I attended, looking for areas for collaboration between the two forces, the thing that struck me was the openness, no cards held up to chests, no preconditions, no, "Well, if we save a million, it's got to be half each", either way it was, whether it was operational benefit or whether it was financial or both. There are cases where we have collaborated with the Serious Crime Directorate, which is under Mr Beauridge, where Essex had to put money into the collaboration to make it work. There are others where Kent has had to do the same. It was a desire to make it work for the very simple reason that it was totally logical or, if you like, illogical to continue the way we were in certain areas, and that was the driver.

Q520 Steve McCabe: I just wanted to ask one kind of obvious question about this. The picture you paint is a very promising one, but what would stop you going the next step and going for a full merger? If the forces are like this and everything is very comparable or almost identical, it seems to me the next logical saving, particularly if you have officers operating across border, is to go for a full merger. What is the impediment to that next logical step?

Ann Barnes: It is not an impediment. We are not going to do that because we don't need to do that.

Q521 Steve McCabe: But if that would generate more savings, why not take the next logical step? That is all I am trying to say.

Ann Barnes: Because our communities want their own police force on neighbourhood policing. Neighbourhood policing is the bedrock of policing in both forces. People want their own Chief Constable,

they want their own force, they want their own badge, they want to feel comfortable with their own force at neighbourhood level, and fine, that is what our communities want and that is what our communities will get. Everything else, if we can save money by working together, if we can be more resilient by working together, we will do. In an odd sort of way, Mr McCabe, it negates the need to merge, because we have the best of both worlds.

Q522 Michael Ellis: Mr Jackson, could I ask you, I have read that you aspire, both of you, to deliver savings of £9 million going forward to the two forces by 2012 as a result of this collaboration. Are you on track to achieve those?

Anthony Jackson: Yes. Can I just offer a bit of terminology, which I commend to you and to the Committee, and that is banked savings? In other words, savings that are not only just achieved but where we take money out of a budget so that the money is no longer there to spend, then we know it is banked. That figure at the moment is £6.3 million. There are some costs in arriving there of about £1.3 million, so there is around £5 million banked at this early stage.

The next category is what we have euphemistically described as the "plane is on the final approach", so it is going to land but it hasn't landed and hasn't been banked yet. That is the figure that you see there; that is the difference between the £5 million and the £9 million, and the £9 million is net of costs.

Q523 Michael Ellis: What is happening to the savings?

Anthony Jackson: We obviously have to find some savings but it goes in two ways. It improves policing, and Mr Beauridge is a living example of how that happens in one particular area.

Michael Ellis: I am just about to ask him about that.

Anthony Jackson: But it also helps us to close the funding gap we have, which in the case of Essex is 5% of its total budget, rising over the three years but we also have some other increases and pressures to meet. But only about 25% of all of that, or less than 25% of Essex's target for savings, will come through the collaboration; the rest of it will come from work that we are doing ourselves.

Q524 Michael Ellis: Assistant Chief Constable Beauridge, there are some non-financial benefits to this collaboration, I think you have indicated. Can you tell us about those?

Assistant Chief Constable Beauridge: I think they go across a very broad spectrum of operational activity, whether it is now having a 24 hours a day, seven days a week intelligence capability that sits across both forces; increased capability in terms of surveillance; having a critical mass in terms of major investigation teams so that I can move staff around two forces; and a reduced number of staff, if you look at what was there before, in terms of major investigation teams.

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But nevertheless, despite the scale of the challenge that we have had recently with a number of very serious offences taking place, we have been able to deal with it very effectively indeed, and looking at best working practices across both forces to make them common so that there is a convergence in terms of both forces dealing with the upper end of criminality in terms of identifying and promulgating best practice. It is working very, very well indeed.

Q525 Michael Ellis: Operationally, you are content with this and you are happy with it and you think it works well?

Assistant Chief Constable Beautridge: I do think it works well. Inevitably there have been some difficulties in terms of getting staff to change culture. Kent and Essex are two very, very proud forces and like to do it in a Kent way or an Essex way, so this convergence journey does come with some difficulty, but we are getting there, we are making rapid progress and things are going from strength to strength.

Michael Ellis: Good.

Q526 Mark Reckless: Do any of the witnesses feel that the very close involvement of the police authorities in driving collaboration has challenged traditional notions of operational independence?

Anthony Jackson: The answer must be yes, that it has made a difference, that is your question, but it is very much about people; it is about the character and the personality of people as to whether they are open to change and suggestions from the Chief Constable, through the Assistant Chiefs, all the Chief Officers, officers down the ranks. We just had this drive, as I said earlier on, a total logicity of what we were doing in every case. We have a helicopter and Kent don't, so we say, "Well, we can put more crewing on it, we can run it for longer hours for you" so we have one helicopter covering both. The sort of crushing logicity of it is just undeniable and I think anybody who is worth his salt can see it.

Assistant Chief Constable Beautridge: I think the police authorities in both Essex and Kent have been extremely challenging in relation to the efficiency of the overall programme and, from my point of view that is absolutely right. I chair a management board on a monthly basis where there are representatives of both Kent and Essex Police Authorities sitting on it and I welcome their input. In terms of operational independence, the operational decisions sit with the Chief Constables of both forces. I brief the Chief Constables of both forces regularly and I have operational control of my staff, over 1,100 of them, to deliver against the targets and the plans that the police authority have played a vital role in setting, but operational independence sits with the Chief Constables.

Q527 Chair: If all that is being said is in agreement, Mr Barker, then obviously there is no need for you to intervene, but if at any stage, regardless of seniority or what have you, you want to make an input, don't hesitate for one moment.

Andy Barker: Thank you.

Ann Barnes: I was just going to say that the operational independence of Kent and Essex, of course, lies with the Chief Constables. That is exactly where it should be; it is their job. It is not the job of the police authority. The job of the police authority is to make sure the right governance, accountability, challenge and scrutiny exists.

I do feel that when we have been setting up collaboration and looking at all aspects of collaboration the fact that we have had the force and the authorities working together to challenge and to look very deeply into a lot of the issues has been very beneficial, because it has not meant that somebody has made a decision to do something and then the police authority comes in post hoc, if you like. Once you have made a decision and you have made a mess of it, it is very difficult to backtrack from that.

I think we have added value all along the line, and I am sure Gary will appreciate what I am saying here, because by challenging everything you bring a different perspective. We have business people, financiers, HR experts on the police authority who all bring that to the table. I think we have worked very well together, but I would say that, wouldn't I?

Chair: Yes, you would.

Ann Barnes: Yes, I would, yes.

Q528 Alun Michael: Can I ask, when you started on this process, did you have similar IT systems?

Andy Barker: I will take that one. Every force has a mixture of systems that have been delivered nationally, managed by the NPJA, and those that have been delivered locally.

Q529 Alun Michael: Sure, I take that for granted, but there is divergence and there is convergence. Were you closer to each other, compared with other forces, or different?

Andy Barker: No, it was similar to most forces in that there were differences and there were similarities.

Q530 Alun Michael: Yes, okay. What challenges did you face in setting up a joint IT directorate?

Andy Barker: The challenge was in that area, because both forces have made big investments in different technologies and finding a path to converge those two to be the same is a long process.

Q531 Alun Michael: How did you do it then?

Andy Barker: What we have been doing is going through a review of each of the applications that we run, looking at the most appropriate system. It is made easier by the fact that we have a thing called Project Athena, and Athena is delivering a new base of technology across a large range of the two forces, Essex and Kent, and that sort of made the decision for us. That has already created a convergence path, if you like.

Q532 Alun Michael: Okay but can I put to you a question that I put to others, to the Permanent Secretary of the Home Office when she came before us recently. Are you aware of the extent to which in industry the view is increasingly being taken that IT

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is so important to the delivery of business, every business, including police business, that the buck has to be on the desk of the chief executive in business terms, which would be the Chief Constable and the Chair of the Police Authority? Is that the case with the way that you have gone about joint IT procurement?

Andy Barker: A good example is that I sit on both boards, if you like. I work at Assistant Chief Constable level. That indicates the seriousness with which both organisations take the investment in technology.

Q533 Alun Michael: With respect, the Assistant Chief Constable level is still not at the Chief Constable level. Can I ask Mr Beautridge whether the buck is on his desk and his equivalent's desk?

Assistant Chief Constable Beautridge: Yes, I believe it is very much on my desk, very much on Mr Barker's desk, but similarly on the Chief Constable's desk. The use of IT as a strategic asset is certainly not overlooked by the Chief Constable who has very strong feelings about this, as do the Chairs of both the Police Authorities. There is an absolute recognition that if information technology is going to make such a difference to the relationship between the police and the public, we need to get the hands of the users, front-line staff, on the intelligence and on the asset, and that means improving the systems that we have and making convergence happen wherever it can.

As Mr Barker said, I think Project Athena is set to be the biggest champion-challenger product of its kind nationally and we have made massive progress in trying to deliver this product for the benefits of communities and our front-line staff. It is very much in the consciousness of the Chief Constable.

Q534 Alun Michael: But the danger even with Project Athena is the attitude, "Great, that is being dealt with for us" rather than the use of IT being integrated. Is this something that is regularly discussed between the Chief Constables and the Chairs of the two authorities?

Ann Barnes: To converge the IT systems is an enabling process, if you like. Gary has spoken about it helping with the operational matters, but we are looking to a shared platform for support services, things like HR, all the back office functions. If you have two totally different IT systems, that makes that very difficult to do and by slowly converging our IT systems, so that we are all speaking to each other with the same voice is enabling closer working and the shared joint platform that we are working towards.

Q535 Nicola Blackwood: Mrs Barnes, I wonder if you could outline for the Committee exactly which goods and services you jointly procure?

Ann Barnes: I am sorry, I didn't catch that.

Nicola Blackwood: Could you outline for the Committee exactly which goods and services you jointly procure?

Ann Barnes: Jointly procure. We jointly procure most of our spending, cleaning.

Q536 Nicola Blackwood: Sorry, spending on what?

Ann Barnes: I am going to ask Candace actually, at the back. She is our procurement officer.

Q537 Nicola Blackwood: But you will need to tell us as you are the witness.

Ann Barnes: Yes, I will do.

Chair: Can I just interrupt for a second. We have no objections to your taking advice at any time.

Ann Barnes: Fine. That is absolutely fine. We aim to procure, as Candace says, about 80% of the stuff that we buy. Now, sometimes it is not possible to procure 100% jointly because, of course, let's say you procure veterinary services for Essex, you can't use the same veterinary practice for Kent and Essex because it is quite difficult to do that. But we procure various things. We have our fleet management, we buy stationery; anything that we can procure for the back office we will.

Q538 Nicola Blackwood: Would it be possible for you to write to the Committee with the list of goods and services that you jointly procure?

Ann Barnes: Indeed, we will.

Nicola Blackwood: Thank you very much.

Chair: Yes, that would be a very interesting point.

Nicola Blackwood: May I continue?

Chair: Yes, continue, please.

Q539 Nicola Blackwood: Mr Jackson, what would you say is the key to successful joint procurement?

Anthony Jackson: I will go back to a point I made earlier and it is, of course, about people. Looking forward and looking positively at things you have to have the people who know how to do the job. For us in Essex, in the past, perhaps going back many years now, procurement was something that happened. It was an office or administrative function. It has to be lifted from that. We have to have specialists in procurement. I see you frowning, but I have to tell you multinational is something I lead and it is the people, it is knowing. Public procurement systems are often looked upon—the European OJEU system—as a straightjacket. It is not. You can use it and become very competitive. So the first thing is you need people with ability and skills to lead, and then you need volume. We procure, for example, the—

Ann Barnes: Payment.

Anthony Jackson: No, I was just thinking of a good example for that. I am sorry, I will come back to it, I have forgotten that at the moment. But we procure things where scale has a considerable advantage in buying, but it is not just scale, it is skills. Taking a point that was made earlier and using it in the answer to you, I look at, for example, IT where we have combined procurement, as the lead there, having two customers, two customers with almost identical requirements who know that those requirements are almost identical and who can see the benefit of putting them together to getting the best deal.

Nicola Blackwood: Thank you very much.

Ann Barnes: Can I just say, we will do you a paper.

Nicola Blackwood: Thank you very much.

Ann Barnes: It is a pleasure.

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Q540 Nicola Blackwood: Finally, I wondered if you had observed any operational drawbacks to joint procurement, any concerns that had arisen?

Assistant Chief Constable Beauridge: No, not at the moment. There is potentially one on the horizon with the imminent closure of the Forensic Science Service and the business cases that are being prepared at the moment to fill the void, because forensic spend is a huge spend nationally in policing. I took the opportunity of discussing this issue with a member of the Home Affairs Select Committee who sits on the Science and Technology Committee, when I was waiting outside earlier. The full evaluation of the bids will not be known until the end of this month, with contracts to be signed by 12 July. That is something that may become an issue in the future, but it is too early for me to say at the moment. But other than that, no.

Chair: I am sure Ms Blackwood was not really frowning.

Q541 Michael Ellis: Just briefly, on the procurement point, further to Ms Blackwood's questions: your uniform is the same? Do you have the same uniforms? Do you procure the uniforms separately? There are usually some differences between—

Anthony Jackson: It is a current project.

Q542 Michael Ellis: That is a current project? So you are not currently procuring the uniforms together?

Ann Barnes: No, but we will be soon.

Q543 Michael Ellis: Does that mean you are going to standardise the uniforms or will you keep some different demarcations?

Ann Barnes: They will be differently badged, that is a different issue. But I see no point in 43 forces all buying different uniforms.

Q544 Lorraine Fullbrook: I would like to direct my question to Assistant Chief Constable Beauridge and Mr Barker so that they can elaborate on an answer they gave earlier to Mr Ellis. It is what response has there been to the collaboration of the forces from three fundamental groups of people: firstly, police officers, secondly, civilian staff, and, of course, most importantly, the public? What has been the response to the collaboration?

Assistant Chief Constable Beauridge: As I tried to illustrate earlier, initially there were a number of cultural differences that were identified and when different terms and conditions are applied to a new organisation it does not come without its own difficulties. I think those difficulties are easier to manage from a police officer perspective than from a police staff perspective, and the reality is that a number of police staff jobs were cut as we moved into this collaborative venture because with a critical mass we could do things in a different way.

As we are getting further into the project, and the project is due to be completely finalised by the end of March next year, things have become easier and easier. That has taken an awful lot of necessary communication from senior management to staff to

identify what the hurdles are and to try to deal with them in the most effective way and we are doing that. An awful lot of effort has to be expended, in my view, in terms of communicating with staff to identify the issues. So, we are getting there. There have been difficulties but we have got through them and we are arriving at a situation where our staff are getting the leadership and the working conditions that they have asked for in order for them to deliver what are very demanding jobs.

Andy Barker: My experience is with police staff, civilian staff, and I would say there is a little bit of wariness and uncertainty at the beginning, but when they get together and they realise they are all working for the same end, the differences go away.

Q545 Lorraine Fullbrook: You have told me about police officers and staff. Can you tell me about the public?

Ann Barnes: I am happy to tell you about the public.

Lorraine Fullbrook: I was specifically directing my questions to the Assistant Chief Constable and Mr Barker.

Assistant Chief Constable Beauridge: The Serious Crime Directorate deal with the upper end of criminality and the most serious jobs. So, to that end, if we have victims or witnesses for rapes, witnesses to murders, very serious cases like that, in my experience and the feedback that I get from my staff, what the public want is for the matter to be dealt with expeditiously, professionally, to a very high standard and for perpetrators to be brought to justice. They are not particularly bothered about whether somebody is warranted in Essex or Kent. It is the level of the service they get. I am committed, as are the police authority, to ensuring that the very highest levels of service are extended through the officers of the Serious Crime Directorate, and it is working.

Q546 Lorraine Fullbrook: Are you saying that the public have been favourable to the collaboration because, as you say, they don't care who picks up the criminal as long as the criminal is picked up?

Assistant Chief Constable Beauridge: I believe that is the case, yes.

Chair: Just one or two brief questions before we finish on collaboration.

Q547 Nicola Blackwood: I just wondered if you are aware of any other forces that have signed section 23 agreements?

Chair: Who would like to answer? You don't know?

Nicola Blackwood: Sorry, are you aware of any other forces, which have signed section 23 agreements?

Chair: It is either yes or no.

Assistant Chief Constable Beauridge: I believe yes. I believe there are arrangements of that type in Wales.

Q548 Nicola Blackwood: In Wales?

Assistant Chief Constable Beauridge: Yes. There are other section 23 agreements in place, but I could certainly research that and write to the Committee, if that is in order.

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Q549 Nicola Blackwood: It does seem that you are sort of ahead of the curve and this Committee has been doing quite a lot of research into joint procurement and some of the benefits that could be reaped from that. I just wondered if you are involved in any efforts to share best practice in this arena, if there are any opportunities for you to do that, and if you can give us any examples of what opportunities you have had to do that.

Ann Barnes: We ran the National Collaboration Conference this year, Kent and Essex and the authorities and the forces, up in Ryton to share best practice. There was a lot of stuff in that on procurement, but everything to do with collaboration. We have people beating a path to the door to find out what is going on in Kent and Essex. In fact, we now have to have taster days, because they take up too much time; you have to have people in a group rather than one at a time. So there are mechanisms for sharing best practice. You are perfectly right, we think we are a little centre of excellence in Kent and Essex and we are very happy to share with people what we do because we have been successful about doing it. In fact we are just about to sign a section 23 agreement with the South East Region, Gary, aren't we?

Assistant Chief Constable Beauridge: Yes, we are.

Ann Barnes: Not on procurement, but there is a lot of collaboration going on throughout the country.

Andy Barker: Similarly, we have been exploring the idea of expanding IT into Norfolk and Suffolk. Norfolk and Suffolk have some very advanced section 23 agreements as well, and so it seemed obvious that we could expand the good practice that we have already created.

Q550 Nicola Blackwood: Are you aware of any barriers to collaboration, which you feel could effectively be removed to make it easier for yourselves or other forces to improve collaboration or joint procurement?

Andy Barker: At the moment we are still separate legal entities, so when we are placing contracts we have to place separate contracts or at least have a framework agreement where we use call-off contracts from that framework agreement. That does create an unnecessary bureaucracy, and it creates uncertainty in the supplier market: how do they know exactly who they are contracting with? I think it would be helpful to explore the options for creating a legal framework within which we can make procurement on behalf of multiple forces more efficient than it is today.

Q551 Steve McCabe: I wanted to briefly go back to the question I asked about merger in the light of Mr Beauridge's answer earlier that the public care that the criminals have been apprehended, they are not terribly fussed who is doing it. Assuming there is a good level of neighbourhood policing and the criminals are being apprehended, where is the evidence that the public care who the Chief Constable is or what the buttons on the uniform say?

Assistant Chief Constable Beauridge: I am unaware of what evidential basis there is for that, but I would be happy to take away that issue to research and respond in writing, if that was in order with the Committee. But I am unaware of the evidential basis for that assertion.

Chair: That would be useful, thank you very much.

Q552 Michael Ellis: Just very briefly, there are some issues in policing that may be considered quite minor, but to the general public are quite important, for example many police forces have different style helmets. If you wish, you may answer in writing about the difficulties that you envisage going forward, acknowledging, as you have, the general public's wish to have neighbourhood policing and to recognise county differences in their constabularies around the country, and particularly in your examples. Just very briefly, this may be an IT type point: can your officers speak to each other? Are their radio networks similar at constable level? Are front-line officers able to communicate and do they do so, between forces obviously?

Andy Barker: Yes.

Michael Ellis: They can. That really is brief. Thank you, Mr Winnick.

Chair: I think that sums it up very well.

Q553 Mark Reckless: Could I ask the Chairs of the Police Authorities, given the savings Kent and Essex have been able to make and the operational improvements, why do you think it is that other forces are perhaps not as far advanced as Kent and Essex with collaboration, but also why didn't we collaborate prior to being instructed by Central Government to do so in 2007?

Ann Barnes: Going back to 2006, we went through the whole merger debate then. Would you repeat your question again, sorry.

Q554 Mark Reckless: Why didn't we collaborate before 2006 or 2007 and being told to do so by Central Government? When I say "we" I mean Kent and Essex Police Authorities and forces.

Ann Barnes: Because we were told by Central Government to look at collaborating with the South East Region and they were told to collaborate with the Eastern Region. It was only when that debate finished and we realised that we had two very proud forces here, two forces of equal size, so it was not one force taking over the other, and we had genuine trust between the forces that we decided that we could do business together, and we have done. We have this mutual trust and a can-do attitude. I think it is down to that can-do attitude. As I said before, we do not look for reasons not to collaborate if it is in the public's interest.

Q555 Lorraine Fullbrook: A very quick one. I think the essence of the question is why did you not do it before being told to do it by Central Government?

Anthony Jackson: My experience in Essex is that we were looking for the opportunity to collaborate long before it was, if you like, the flavour of the month—

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it was the thing to do. There were members of the authority who were, and I know this, in direct discussions with our Chief Constable then, Roger Baker, saying to him, “We are underachieving here in the way we can do things”. There was discussion at that time with getting together with the County Council, for example, on things like estates, on procurement, on a range of things, so the discussion was there. It was simmering away, looking for an opportunity to grow and to explode into reality. It was, as I said right at the beginning, a certain attitude by two forces and groups of people that suddenly gelled. We had tried for a long time in the Eastern Region but it was slow coming and so we had to find something that would produce a quicker result. The fact that the merger debate took place and then closed down, the fact that the message was then, “You must collaborate”, just happened to be the background music that we suddenly found was favourable.

Q556 Lorraine Fullbrook: If it was simmering before you were instructed to do so by Central Government, are you saying it was the police authorities who were the obstacle to your collaborating?

Anthony Jackson: I can’t speak for everybody else, but not in the case of Essex.

Ann Barnes: Or Kent, no. I think the difficulty with looking to work with the South East Region, with the government regions, is that we had five forces and authorities in the south east. It is very difficult with so many people round the table to find some common ground. We find common ground because there are only two authorities. At the base of it, we are working with other forces, we are working with others now, but we actually got the groundwork done together.

Chair: I think we have the point, Mrs Barnes. Now, very, very briefly, the briefest possible from Nicola Blackwood otherwise she will frown on me, so quickly.

Q557 Nicola Blackwood: I plan to be very brief; it depends on the answer. It follows on directly, and it is: what is next? You have two authorities working very well together. Do you have space for more? Could you include another force in that and make more savings and have more collaboration?

Ann Barnes: Yes.

Anthony Jackson: Yes, we are. We have a transport collaboration, which is going to involve the Eastern Region. The picture I painted, going back in time, has changed. There is now a different atmosphere and we are finding great support and ways of working with our Eastern Region colleagues and outside. Mr Barker can tell you we even have British Transport Police, for example, involved, the City of London Police involved. It is beginning to spread, but it is spreading from the core.

Q558 Chair: Finally, Mrs Barnes, I see that in the *Economist* you get honourable mention this week, and I read it with much interest. You were asked if you wanted or had in mind to run for the post of Police

Commissioner when the law has taken effect, and you say you are not very keen to do this. Why?

Ann Barnes: I think I was probably misquoted in that particular—

Q559 Chair: Does that mean that you are intending to run?

Ann Barnes: I am sure my family would be the first to know, Mr Winnick, should I so decide.

Q560 Chair: A brief question: what would be the objections to or recommendations for Police Commissioners? Perhaps this is not quite a question for Mr Barker’s point of view.

Michael Ellis: Mr Chairman, forgive me, is that strictly relevant to the scope of this?

Chair: Yes, it is, otherwise it would not have been asked.

Michael Ellis: Can I put on record I question its relevance to this?

Ann Barnes: I did not get the question, I am sorry. It is terrible acoustics in here.

Q561 Chair: Very briefly, do you have any views one way or the other as to whether having a Police Commissioner would affect the collaboration?

Ann Barnes: I have one concern, or I will talk about one concern. At the moment, if we decide to do some form of collaboration there is governance and scrutiny of a number of people. Should a Police and Crime Commissioner on their own make that decision to collaborate, which is fine, and I am quite sure that there will be honourable people who will want to do that, any scrutiny of that decision by a Police and Crime Panel will come post hoc, if you like. It won’t be helping towards looking at the rounder picture as to whether collaboration should take place. I think that could be a concern.

Chair: Thank you very much. Mr Jackson?

Anthony Jackson: I beat the same drum. It depends on the individuals. I have some concern, because I don’t know how Police and Crime Commissioner candidates will be selected, because I can see finding 43 people to do the jobs that are defined is going to be quite difficult.

Q562 Lorraine Fullbrook: Mrs Barnes, why would you even consider running for the position when you don’t agree with the position in the first place?

Ann Barnes: I have not said I was considering running.

Chair: Her family will be told first.

Q563 Lorraine Fullbrook: So you rule it out completely, as you don’t agree with the position anyway?

Ann Barnes: I have not said I am considering running.

Chair: Thank you very much, and we have taken on board what Mr Ellis has said. I thank you very much indeed for coming along and giving evidence today.

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The question of collaboration between different police forces is a very important one, very relevant. The Home Secretary will be coming to see us in the very near future, some time in July, and no doubt this will be one of the subjects we will be questioning her on.

Again, thank you very much for your time and your patience.

Anthony Jackson: Thank you.

Ann Barnes: A pleasure.

Examination of Witnesses

Witnesses: **Inspector Damian O'Reilly**, Greater Manchester Police and **Superintendent Howard Stone**, Thames Valley Police, gave evidence.

Q564 Chair: Good morning, Mr Stone, Mr O'Reilly. Thank you very much for coming along today to give evidence to us in our inquiry into policing. You have been both nominated, as a matter of fact, for your excellent work as community police officers, and I congratulate you on the awards you have won and the manner in which you are looked upon by your local community. It is a matter for congratulations to you both.

Mr Stone, Mr O'Reilly, what would you give as the best practice in policing in the local force?

Superintendent Stone: Thank you. I have been the Area Commander for Cherwell in Thames Valley for just over the last four years, and I can't pin it down to any one thing. There are a number of things, I think, which have contributed to the performance over the years. The Community Safety Partnership has been very, very important. I am the current Chair of that. It is a statutory body, but what we have done locally is to increase the membership to include all of the criminal justice system. This is not a requirement but we thought it was essential to do that. So we have the Responsible Authorities Group, which includes police authority, police and district council, but in addition we have a senior membership from CPS, from the court services. We get terrific support from probation. We have a local Neighbourhood Action Group Chair there to get continuity back into the community. The CSP has been very, very active in supporting me and my officers to achieve what we have done.

Q565 Chair: Thank you very much. There will be questions on this aspect from Mrs Fullbrook but, Mr O'Reilly, did you want to follow on?

Inspector O'Reilly: Yes, sir. One of the aspects with which I am heavily involved as a neighbourhood inspector is community engagement. I have been running a couple of pilots, one of them is called Streets Ahead, which is a system whereby we have representation on every street throughout the area that I work. There are 683 streets and every street is represented by somebody who is working alongside us to improve the area. We also have gala events, which are where we invite all key people in the area to one venue and give them an overview of what we are doing to keep them informed as to what we have done and what we are proposing to do, and we set priorities at those meetings. We have up to 500 people, with inputs from me and partners, and we find that has been really good. What we are trying to do is build sustainable communities and give people a sense of belonging to where they are. We are also involved

in all sorts of community issues including charity concerts and parades as well, in terms of the community engagement, and that seems to be very positive in the area that I work. It is a very deprived area, Gorton and Levenshulme, but this aspect of neighbourhood policing has been particularly well received by the public.

Chair: Indeed, that is from all the reports we have received. Mrs Fullbrook, I think you had some questions on the local force.

Lorraine Fullbrook: No, thank you, Chairman.

Q566 Mark Reckless: This Committee has had some frustration with the issue of sharing best practice. There seems to be a frightful lot of guidance from ACPO and others, which doesn't seem to serve the purpose well. But we have had a very good letter from Tony Baldry MP, about the work that you are doing that explains that very well. In general, do either of the witnesses have a view of how we can better spread best practice within policing, both within and between forces?

Inspector O'Reilly: Within force, certainly we have started a project of sharing good ideas whereby there are seminars held every few months whereby certain good practice is highlighted. We also have, on the intranet, voices of experience, so little snapshots of how people have tackled particular problems that people can tap into. It is just a good little guide as to how to tackle problems effectively. They are only two-minute captions but there will be sort of contact details afterwards and it has proved to be very successful, because you are absolutely right that sharing knowledge has been one of the problems for some time. Somebody can be doing something good in one area, but it is not known in another, so this has been a great way of circulating that knowledge among the force.

Outside of the force, I would imagine that it is probably something that we could seek to roll out. I have run an exemplar site in Gorton South, which was to do with joint service delivery. I was awarded this in 2009, and as a result of that I went to several places around the country talking about best practice to different forces. I went to Hertfordshire, Humberside, Peterborough, and we discussed some of the stuff that we were doing on anti-social behaviour and emerging communities. I had a particular issue with the Roma community that settled in my area, so there was a lot of learning that came out of that for ourselves but it was good to be able to pass that on to other forces. I also spoke at an international conference in London

about the same subject. So I think that sort of thing is particularly useful to cascade that knowledge.

Q567 Michael Ellis: May I add my congratulations to you both, gentlemen, for coming to the attention of your Members of Parliament, respectively? I am interested and have asked several questions before on this Committee about police bureaucracy, so I want to ask you first of all, Superintendent Stone, what suggestions do you have for reducing unnecessary bureaucracy in policing? I will come to you then, Inspector, with the same question.

Superintendent Stone: Thank you, Mr Ellis. I think bureaucracy has been with the service for a very long time. I think probably one of the underlying issues is that it is almost a risk aversion. Certainly in Thames Valley we recognise the fact that we have standard operating procedures for everything, we record everything to the nth degree, and the Chief Constable has been very firm recently to say we need to move away from that. We have a newly introduced crime recording system, which gives discretion back to officers. I encourage very much, and I say to my officers when I talk to the team, "You are professionals, we recruit you as professionals, I trust you to go to a potential crime scene and make a decision". So that is already proving very beneficial. We invest fairly heavily in technology, so for a long time our neighbourhood teams have had BlackBerries. I think we need to be testing the opportunities for technology all the time. I think we need to challenge things like health and safety. I think Robert Peel defined the office of constable as an individual who needed to be phlegmatic. Sometimes I do get frustrated with pushing health and safety to the nth degree. There is a place for it, but at the end of the day we are cops, this is what we do. So there is that kind of element as well.

Inspector O'Reilly: As I mentioned, being an exemplar site for joint service delivery, I was working very closely with partners and that is a key part of neighbourhood policing, but I have found that there was a lot of bureaucracy around getting things done. I was very fortunate, we had a meeting specifically about that point and changed our ethos to all pitching in and doing away with all the red tape to such a degree that if there was a particular problem I could phone up one of my partners, a guy called Ross Bagley, who is like a friend, and just say, "I need you to drop off some logs or some kerbstones to stop this rat run where people are going through with stolen cars" and within two hours that would be done. A flat-back would turn up and that job would be sorted, rather than sending endless emails ping-ponging backwards and forwards and just wasting a lot of time. So we adopted a sort of muck-in approach and moved away from, "That is not in my job description" sort of thing, and all looked at working together as a partnership to get the job done as quickly and as easily as possible. We were lucky that Jan Berry came to Gorton and did a visit to look at some of the stuff we were doing, some of the ways that we could reduce bureaucracy and enhance our partnership working. That was really good. But we also have situations where, for instance, if we had to safeguard children in

the Roma community, for argument's sake, we could mobilise a team within a matter of hours if the necessity was there, rather than have case conference and meeting after meeting.

Q568 Michael Ellis: I think the constables need to know, if they are going to be encouraged to reduce bureaucracy, that their senior officers are going to support them, especially in the ultra-risk averse situation we have got ourselves into in terms of policing in this country.

Inspector O'Reilly: The Chief Constable is all about us doing the right thing, using our professional discretion to make sure that we are doing the right thing without worrying about policy to the letter in every given circumstance, because a lot of the time there is a lot of wasted time in those circumstances. He is very supportive of that and he has been pushing it at road shows and on the intranet at every available opportunity, so we do feel supported in that at the moment.

Q569 Steve McCabe: I think most of us are impressed by the kind of can-do attitude that you are describing, Inspector O'Reilly. I wonder if I could just go back to something you were saying earlier. You were talking about the 500 people who come to the meeting and the very high level of engagement and public involvement, which is very impressive. What are the gaps in accountability in your service that the new Police and Crime Commissioners will be able to address, as far as you are aware?

Inspector O'Reilly: That is an interesting question. I am not sure exactly how they are going to be able to address some of the needs. The level of engagement that we have at the moment seems to be quite satisfactory. Certainly in my area everybody is buying into it and we are able to set priorities, and in terms of confidence and satisfaction it is always coming out very favourably. I am not sure, personally, how a change of structure would enhance that.

Chair: Mr Stone, did you want to comment on that?

Superintendent Stone: Yes. We work very, very closely with our Neighbourhood Action Groups. If I am honest, I don't feel I could be much more accountable. We are accountable within the force, back to the force, we have large numbers of "Have your Say" meetings with the population. We are absolutely completely engaged with the people of Cherwell. We had a Local Strategic Partnership Reference Group last week. It sounds grand, but over 100 people came to the event. I facilitated it, Strategic Partnership Board members were there, so we have all the sectors represented within that partnership. The two main things that came out from that group were about transport, particularly for disadvantaged groups within the county, the rural population, and youth provision, helping young people and so on. There was certainly nothing negative at all about the police. So I was heartened by that. We have been doing that for two or three years, and that where we are at in northern Oxfordshire.

Chair: Mr Alun Michael will ask you about the professional bodies.

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Q570 Alun Michael: There is a lot of talk at the moment about the proposal to establish a professional body for policing, which all police officers at every level would have to belong to and which would be responsible for training and standards. What is your view about that proposal?

Inspector O'Reilly: Personally I think there are merits obviously in professionalising the police service. It is something that our Chief Constable spoke about for some time. When you compare us to other organisations because, perhaps, we are not accredited for a lot of the courses that we have done in terms of a recognisable qualification, arguably that affects credibility. In terms of that, I think that would be a very positive step forward.

In the proposal, as I see it at the moment, with the introduction of specials and an accreditation in two years, I have certainly seen an increase recently in special constables of a very high standard who have been doing some fantastic work on the division in which I work. So I would welcome more specials to come on side, and I think it would be a good way of their seeing exactly what is involved in the process and then showing the commitment to actually join the service.

Superintendent Stone: Peter Neyroud was my Chief Constable a few years ago, so I know this is something he has been thinking about for some time prior to the report. I think I probably view it largely positively, because just for the service to have one voice rather than the Federation, the Superintendents Association and ACPO, makes eminent sense. The other thing is policing is an increasingly complex business at all levels, from Inspector O'Reilly to me as an Area Commander, to the current Chief Officer teams. It is moving from what was perceived to be a craft to a profession, I think, anyway.

Q571 Alun Michael: So both of you are generally positive. However, do you think that such a professional standards body should have been based on ACPO?

Superintendent Stone: I think that is probably quite a difficult question to answer. I have read the report. I think what is needed is clearly a structured plan and a way ahead for the whole thing. That is what I would be keen to see. I was down at Bramshill, the staff college, a couple of weeks ago and certainly the future of senior officer training seems to be a little bit unclear at the moment. So I think a clear, "This is the way ahead" at all levels, including down to special constable level, is good. I am certainly pushing very hard to recruit further special constables. Last year I had 10,000 hours of support from my special constable team.

Q572 Alun Michael: We have got the point that you both think that increasing standards is a good idea, but should it be based on ACPO? Mr O'Reilly?

Inspector O'Reilly: I wouldn't be able to give a specific answer whether I think that would be beneficial, to be honest, sir.

Q573 Nicola Blackwood: Superintendent Stone, one of the particularly successful programmes highlighted

by Mr Baldry in his letter to the Committee was the Youth Offending Team's programmes in Oxfordshire. I have visited the team, I know some of its successes, but I wonder if you could outline some of that for the Committee, given we are about to hear about some of the Restorative Justice programme in Norfolk.

Superintendent Stone: I did do a couple of years at the Youth Justice Board in a previous life as an Acting Chief Super. Dealing appropriately with young people is a passion of mine. I like to keep young people out of the criminal justice system. So, over three years ago I launched a youth cohort, because we have had a duty for some time to actively manage a cohort of adults. I introduced a youth cohort, that Tony kindly opened for me three or four years ago. That has proved to be extremely successfully. I passionately believe that offender management should not start at 17; we are dealing with 12 and 13-year-olds. We have had huge reductions in offending by that youth cohort and I think that is probably one of the biggest elements that has maintained the reduction in serious acquisitive crime across the area.

We actively manage at any one time around about 20 young people. That links directly into the Youth Offending Team. Through the local strategic partnership we manage to gain them access to college courses and apprenticeships and it has had a significant impact, a positive impact on offending levels.

Q574 Nicola Blackwood: What kind of impact are you talking about?

Superintendent Stone: Can I give you a specific example?

Nicola Blackwood: Yes, please.

Superintendent Stone: In the report I mentioned JATAC, Joint Agency Tasking, which is a sort of doer group that reports into my tactical tasking. So they review the youth cohort every two weeks. There were two young girls who were constantly coming up into my tactical tasking group, 14 years old, engaged in prostitution to buy drink and drugs, one of whom was trying to look after her alcoholic mother as well. It was entirely inappropriate they were coming to the criminal justice end. They needed a care package. Now, because JATAC is a powerful beast—I have social care there, I have housing there, I have all sorts of people represented—we managed to divert them away from just constantly getting drunk and being on drugs and offending. We got them into a literacy course in the local college, and everybody wins. I felt so deeply about particularly one of them; she was trying to support her alcoholic mother and she just didn't know where to go.

Q575 Nicola Blackwood: What age were these two girls?

Superintendent Stone: Fourteen.

Q576 Chair: Very interesting indeed, Mr Stone. We had Tom Winsor very recently giving evidence to us on his report. Do you have any views about how the recommendations he has made are affecting morale at all in the police force?

Inspector O'Reilly: It is fair to say that there is a lot of uncertainty at the moment, a lot of the proposals would have a massive impact on police officers. The subsequent discussions now about pay and conditions and pensions are obviously a bit of a black cloud over us. What I would say is that officers, certainly in Greater Manchester, are still very committed to delivering and have a massive can-do attitude but, yes, there is definitely this concern, "Ultimately, in the future, how is this going to affect us financially? Are we going to be able to have a reasonable standard of living?" So it is a concern.

Chair: Very useful. Mr Stone?

Superintendent Stone: I think both the *Hutton Report* and Winsor are in the minds of officers and staff within the force. Clearly we are in the process of making fairly significant cuts anyway, which is another issue. But if I am really honest—I am very close to the teams, I have a regular round of going into briefings, going out on patrol—I have to say morale seems to be standing up pretty well; they are still absolutely committed to delivering the service. So, yes, there are issues. There is a review of shift patterns going on, so that will be more demand led, but I think—and Damian will probably share this—the morale is holding up.

Inspector O'Reilly: Yes, and that is borne out with the fantastic results that we have had in reducing crime and detecting crime. Officers are still focused on what matters.

Q577 Lorraine Fullbrook: Can I ask, Inspector O'Reilly, specifically what are your staff's issues with the *Winsor Report*?

Inspector O'Reilly: Ultimately it is the fact that it is going to affect their pay quite significantly, and just in those terms alone people are very worried that their standard of living is going to be adversely affected.

Q578 Lorraine Fullbrook: Do they know the facts or is that just a perception?

Inspector O'Reilly: No. When you look into it, you start to talk in terms of thousands of pounds that potentially could affect officers.

Q579 Lorraine Fullbrook: You say "potentially". Is that because they don't know the facts or is it a perception?

Inspector O'Reilly: No, because at the moment it is unclear as to exactly what will be agreed on and what we are going to get affected by. It is just this uncertainty at the moment as to how it is all going to end up. Potentially, in worst case scenario, yes, it is going to have a massive effect on officers, especially younger officers because of the pro rata impact of the recommendations.

Q580 Lorraine Fullbrook: Mr Winsor was in front of this Committee last week and he said of his review that 60% of officers will be better off.

Inspector O'Reilly: He may say that. I am not entirely convinced at the moment that that will be the case. Once you start to look at competency-related threshold payments and you look at special priority payments, and then you start to talk about, "Well, you may be accredited for certain other aspects of the work that you are doing" then it becomes quite a complicated issue, and it can become quite divisive. So it needs a lot of clarity on who is going to qualify for what and who exactly will lose what before you can make a proper informed decision as what the ultimate figure would be. But certainly it is fair to say that you are talking significant amounts of money and ultimately, in the current climate of austerity, this is something that officers are massively concerned about.

Chair: As they say on *Newsnight*, we will leave it at that. May I say, Mr O'Reilly, Mr Stone, we are very pleased, indeed honoured, that you have come to give evidence to us today. I say honoured because, apart from the day-to-day work that you undertake, you have been nominated, as indeed Mr Ellis made the point, by respective Members of Parliament, in your case, Mr O'Reilly, by Sir Gerald Kaufman, and Mr Stone by the Member of Parliament who is here with us today, Mr Baldry, a long-standing member like Sir Gerald Kaufman. You have their confidence but more important, and I am sure Mr Baldry will not misunderstand, the confidence of the public that you serve. I think if we talk about dedication to the community on the part of police officers you are good examples, both of you, of the work that is done by police officers up and down the country. We appreciate what they do and certainly what you do. Thank you very much indeed.

Tuesday 28 June 2011

Members present:

Keith Vaz (Chair)

Nicola Blackwood
Mr James Clappison
Michael Ellis
Lorraine Fullbrook
Steve McCabe

Alun Michael
Bridget Phillipson
Mark Reckless
Mr David Winnick

Examination of Witnesses

Witnesses: **Paul Stephenson**, Commissioner of the Metropolitan Police, and **Ailsa Beaton**, Director of Information, Metropolitan Police, gave evidence.

Q581 Chair: Could I call to the dais the Commissioner for the Metropolitan Police and Ailsa Beaton? This is a continuation of the Select Committee's inquiry into the New Landscape of Policing. Could I ask Members present to declare specific interests over and above what is in the Register of Members' Interests? Mr Michael.

Alun Michael: My son is Chief Executive of the North West Police Authority.

Chair: Thank you, Mr Michael. Sir Paul, since you were last before the Committee one of your officers has been charged with manslaughter, another officer was responsible for the collapse of a major trial concerning the climate change protestors, the Duchess of Cornwall's car was attacked during protests and the phone hacking issue has come to the fore. Are you glad to be back?

Paul Stephenson: After my recent very positive engagement with the National Health Service, I am glad to be back and glad to be anywhere. Of course, since I last appeared before you, we have solved many crimes and we have seen a continuing reduction in crime in London as well, Chair.

Q582 Chair: You look to me and the Committee to be extremely well. I hope you received our good wishes during your illness. Can I start with a specific question of fact concerning police officers in London? It is claimed that there are more police officers on the streets of London than there were, say, five years ago. Is the number of uniformed officers on the increase or the decrease in London?

Paul Stephenson: I do not want to start by saying I will send you a note, but I will happily send you a note with the precise year-by-year breakdown of police officers. I will try and help now with the inquiry. I think it was last year, Chair, that we peaked out at something like 33,000-plus officers. At the moment we have, by recollection, 32,300 and something, which is a significant number of police officers and I think much more than we had five years ago in terms of absolute numbers. The real answer, Chair, is not just what the numbers are but what we are doing with them and moves towards things like single patrol. We have increased the number of actual patrols we are putting on the streets on London.

Q583 Chair: We saw the Mayor recently involved in Operation Target, when you surprised a number of

people by bringing him along. Was that a success, that operation?

Paul Stephenson: Operation Target is ongoing. If we look at violent crime figures here in London—while I never say “success” because one violent crime is always one too many—we are seeing, in this financial year, a reduction in most categories of violent crime. But I am concerned about robbery and I am concerned about burglary. That seems to have been heating up. So we are flexing the muscles of the Met, we are flexing the Balanced Policing Model and I am bringing a lot of asset from other areas of the business into territorial policing and it will be a long-term operation to reverse that trend.

Q584 Chair: As far as the people of London are concerned, they should have no concerns about possible reductions in numbers because you are confident that, even though you are going to have fewer police officers, they can do the same job better. Is that right?

Paul Stephenson: That, of course, is a slightly different question. In terms of numbers, it is my ambition to maintain the numbers we have. But, of course, that will entirely be dependent on budget settlements and negotiations that I can do with the Mayor and indeed with Government for next year's budget because there is still a hole in the budget that we have to close. Whatever numbers we have, I am determined to maximise their effect by getting as many people into operational positions as possible and certainly we have increased the use of what we have by introducing things such as single patrol. We continue to have our commitment to safer neighbourhood policing, which has seen increasing confidence here in London in policing.

Q585 Steve McCabe: Yes. I just wondered, Sir Paul, if you could help me out with an item that came up at Home Office questions yesterday, when it was said that there is a report going before the Police Authority this Friday that would halve the number of Safer Neighbourhood Team sergeants in a number of constituencies in London. The Minister was not entirely clear in his response as to whether that was or was not the case. Presumably, you would know. Is there a plan to halve the number of Safer Neighbourhood Team sergeants in a number of constituencies across London?

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Paul Stephenson: We intend to reduce the number of sergeants, but we intend to maintain the model of officers and PCSOs in all wards across London. We intend to be a bit more flexible in how they are used across the boundaries of the wards. There will be the same size of Safer Neighbourhood Team in every ward in London with a bit more flexibility, but some wards we will join up in terms of supervision. I do not think there is any reason why we cannot do that. At this moment in time, in the current budget, we propose to reduce the size by 120; although in our long-term budget plans, there is a proposal to reduce it by 300, but that will be a further discussion with the Police Authority or indeed with the Mayor's Office for Policing as and when that change might occur.

Q586 Chair: Can you, on the issue of reductions, react to the statement made yesterday by Dr Michael Wilks—one of the country's leading police doctors—who accused the Met, these are his words, “of highly dangerous cost cutting, which is putting the lives of detainees at risk”. He said, “The level of care provided to those in custody is scandalous,” and added that the Metropolitan Police Authority, which oversees the force, is failing to take its responsibilities seriously. This is your first opportunity to react to what is quite serious criticism. What would you say about what Dr Wilks has said?

Paul Stephenson: One should always be circumspect in responding off the cuff to something that has so recently been said, but I find his comments somewhat surprising and I am very happy to give a full account to the Metropolitan Police Authority. My latest indication, and I need to look further into this, is that deaths in custody have fallen.

Q587 Chair: You reject his criticism?

Paul Stephenson: I always listen to whatever anyone says, take it seriously and look at what he is raising, but at this moment in time I am rather surprised by the things he has said.

Q588 Chair: Finally on the general points, on phone hacking; we are doing a parallel inquiry into this issue and we have had quite a few of your colleagues before us and some are due shortly. It is rather confusing, what is going on in this. Obviously you have been away ill, but does it worry you that we still do not have a conclusion to this issue? It has been going on for a number of years and what seems to be happening is that different senior officers have been involved—Cressida Dick, Sue Akers, Peter Clark, Andy Hayman, John Yates and many more below them. Are you satisfied that this a proper use of police resources? You now have 45 people working on this issue.

Paul Stephenson: Just for the sake of clarity, Chair, I know you do know this, but we should remind ourselves that the original inquiry took place in 2006 and that was properly led by the people who were in the office at that time. It had nothing to do with John Yates at that time. When the matter was raised again, John Yates took the position of seeing whether there was any new evidence that required further investigation. You are well aware of that, and he has

appeared before this Committee. Once it was clear that we did need to reopen that investigation, then we needed to give it to the right people to lead it and that is Cressida Dick and DSC Sue Akers. They are ongoing with an extensive inquiry.

You ask about the resources. It could always change depending on the nature of the operation, but there are about 45 people involved in the inquiry. I know that Sue Akers is looking at how we can do that using the most economic model but do it thoroughly and do it properly; but, of course, a significant number of those 45 are engaged on disclosure matters for the civil court. It is important to get this right and to do it thoroughly, but if the import of your question is, “Do I wish those very experienced detectives were investigating robberies and heinous crimes elsewhere?”; of course I would. But, nevertheless, it is a responsibility. We have to carry it out and we have to do it right.

Q589 Chair: We were concerned when we heard evidence the week before last from the mobile phone companies that the police had not notified them that they should inform the victims of phone hacking that their phones had been hacked. So generally, as a matter of policy as opposed to the individual cases, if somebody's phone has been hacked and the Metropolitan Police know about it, surely it is right that the company concerned or the individual should be notified immediately by the police that they are the victim of hacking.

Paul Stephenson: We should always treat victims with respect, dignity and courtesy and give them the maximum information we can. I think John Yates, in front of this inquiry, acknowledged that more could have been done regarding victims. I am also aware, Chair, that you have written to DSC Sue Akers asking her more questions on victims and I do think she is the person in the best position to give you a substantive answer to your inquiry.

I do think, Chair, that there will come a time when many different people will want to ask lots and lots of questions that will cover the parameters of the original inquiry and much, much more; many more serious issues such as the role of the Press Complaints Commission. I think there needs to be some thought given, at some time, as to how those various people who will want to ask those questions come together and when. The one thing I am very clear on is that we need to do this investigation and we need to do nothing to interfere with any related judicial proceedings.

Q590 Mark Reckless: Commissioner, do you feel that you have been well served by the CPS on this phone hacking issue?

Paul Stephenson: I have a very good relationship with the CPS. It does an extraordinary difficult job, just like the Met does, and I have no reason to be critical of the CPS.

Chair: Let us move on to the National Crime Agency and the landscape of policing, which you will obviously be a crucial part of.

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Q591 Alun Michael: Just on that other point first, though, could I just ask this? One of the problems with the discussion that we had with the mobile phone companies, was the issue of whether it should, as a matter of principle, be right for them to inform their customers when they've been hacked unless there had been a specific request by the police not to release information. That seems to be the right principle. It did not seem to be the principle that they were adopting, though. Do you not agree that if a company is asked by the police, obviously it should observe some confidentiality while investigations are going on but, otherwise, its duty towards the customer ought to be the default setting?

Paul Stephenson: I think I have to contextualise my answer by saying that anything I say in response to that is not about trying to mitigate or cover up or defend whether the police did the right or wrong thing. Generally, I would agree with you. It does seem to me that wherever somebody is providing a service, they have a duty of care to their customers. But I am not sitting here criticising the mobile phone companies regarding this inquiry. I think that is for whatever procedure follows the investigation and any judicial proceedings.

Q592 Alun Michael: I was more concerned to investigate the conception that the companies seem to have. Thank you for that. Coming to the National Crime Agency, the Government published a plan on 8 June. Does that set out everything in ways that are clear and consistent as far as the Met is concerned?

Paul Stephenson: Without wishing at all to appear flippant, I have never come across a plan that covers everything it needs to do yet. What I can say is that we welcome the fact there is a plan and, again, that is not flippant. It is an important start. I particularly welcome the fact that the plan includes the Organised Crime Coordination Centre; a rather grand phrase, but that is about ensuring that we, for once and all, get a properly coherent picture of the problem of serious organised crime in this country, which is not inconsiderable, as you know. I have been speaking about this since 2003 and, frankly, about our failure to get to grips with this problem. I think there are some positive things in the plan. If I might say so, the fact that we are advertising for the new head is a very positive step because we need the person who is going to be leading this thing to be part of the build. We need some further clarity of the command and control structure, and how that is going to work. Further development issues will—

Q593 Chair: Further clarity from the Home Secretary?

Paul Stephenson: No; further clarity once we appoint a new head, then that organisation needs to start being constructed and built. We have a plan. It is a paper plan, and we need to understand the performance regime for that organisation and police forces and, in particular, we need to understand the new arrangements for, if you will, elected police commissioners and the need for a national police requirement to ensure that we have assets out there in the various regions that are still available to assist the

National Crime Agency. There is a lot of work to do; the plan is a good start.

Q594 Alun Michael: Can you just come back to that question of the Organised Crime Coordination Centre; how do you see that working?

Paul Stephenson: I think it is about ensuring that the National Crime Agency knows they have a responsibility to put together the coherent picture of serious organised crime. When I first became involved representing ACPO back in 2003, it was very difficult to try and get a picture of what was the scale of the problem. I came up with a conclusion then that the police alone were impacting on about 6% of serious organised crime groups. I made a speech going back a few months based on advice to me and came to the conclusion that we are now impacting on about 11% of serious organised crime groups. When you consider it is estimated there are 6,000 organised crime groups in this country involving something like 38,000 people, that is hardly good progress, frankly. So we now have a coherent picture that will be the basis for what I think is a significant move, which I recommended. We will be giving the National Crime Agency clearer guidelines and instructions around tasking and co-ordinating responsibility so we can make best use of the small amount of expert asset that we have in this country. That is a significant step forward.

Q595 Alun Michael: How do you see the balance working between the responsibilities of the Serious Organised Crime Agency, the Met, as such, and the other forces throughout the country?

Paul Stephenson: Delicate. It is all well and good having a plan. It is all well and good having a strategy, but all things will succeed or fail on the basis of mature relationships. I think that is something to be built by the new head of the NCA. But, of course, the Met is a regional force already. We have a very significant organised crime capability and we will retain that. The National Crime Agency will not deal with all organised crime in this country. I think that would be a ridiculous idea, but we already work very well with SOCA as capable partners.

Q596 Alun Michael: So you see clarity on how the plan will work as distinct to the framework of the plan following on the appointment of the new head. Is there any danger that any impetus will be lost and are there any areas that still concern you in terms of the specific responsibilities of the Met, as distinct from the new agency?

Paul Stephenson: We need to remember that SOCA is still there and working and doing a good job in many areas and has been for some time. It will be useful to have the new head of the National Crime Agency so the build can take place. In terms of confusion between what they do and what we do, the right way forward is to have one centre that comes up with the most cohesive picture of what organised crime looks like in this country so we can best make decisions together as to how best to use our asset for the national good and for the regional good. I am confident that we can do that.

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Q597 Michael Ellis: Commissioner, good morning. You have referred, I think, to a lack of capable partners in your assessment for SOCA, which is a challenge that they have had at regional and force level, and I suspect you think it could be a challenge for the National Crime Agency. What, if anything, should the Government be doing, in your view, at this stage to address that challenge?

Paul Stephenson: I will try and be brief, but I think the best way of answering that is to refer you back to my history of what I saw as the weaknesses in 2003, what we have done to address it, what is proposed to be done and what challenges remain.

Michael Ellis: Yes, that would be helpful.

Paul Stephenson: Back in 2003, I recommended that we should have a national organised crime strategy. The good news is that one is about to be delivered. Referring back to Mr Michael's question, it would have, with hindsight, been a little better had we had the strategy before the NCA plan; but, at least, we are going to have a national strategy that should outline right the way across government and agencies what our joint responsibilities should be on this huge problem. So we are now going to get a strategy. I think that is the good news, but it has taken too long to come.

National tasking and co-ordinating is part of the plan for the National Crime Agency and I recommended that in 2003. That is going to be part of the National Crime Agency and I welcome that, but relationships need to mature to make that happen. We now have a Serious Organised Crime Agency. I recommended in 2003 that we should have a National Crime Agency, and we now have one. Critically, what more needs to be done is coming up with a realistic performance framework so the National Crime Agency, other Government Departments and police forces know whether they are succeeding or otherwise against serious organised crime. It has bedevilled us; how do you measure success against the shadow of serious organised crime? That is a critical piece of work.

I also think the Government need to make sure that the investment in the regional intelligence teams and the regional asset recovery teams is maintained. We have too little operational capability to cover serious organised crime in this country because I did recommend, back in 2003 if anybody knows my history, that we should have also moved towards strategic forces; a smaller number of large forces capable of building and maintaining a capacity to respond to serious organised criminals who have moved up and down the ladder of seriousness. We did not do that. The previous Government tried to do that and this Government are not going to go there, and I accept that. But we need to find a way of better making use of that asset.

We need clarity on the strategic policing requirements that Police and Crime Commissioners and chief constables are going to have to satisfy to ensure that the limited capability in this country is maintained. That is hugely important.

Q598 Michael Ellis: Thank you. Just a further one, which is slightly different. On the issue of public profile, I think the Metropolitan Police are of the view

that the National Crime Agency should adopt a higher public profile than SOCA did. I am inclined to agree with you personally, but can you outline why you think that should be the case?

Paul Stephenson: I always did think this. If I am going to be perfectly honest, I think on occasions SOCA got a very unfortunate press. Its international reputation was excellent. It did some outstanding work upstream; but, I think for altruistic purposes, the decision was taken a much lower profile. I always thought that was the wrong way forward. A better marketing of its success, of the jobs it was doing with us and of the fact that it was a very capable organisation—careful partners, careful of making mistakes, like we all are—would have served it better, with hindsight; but everything is very easy with hindsight.

Q599 Michael Ellis: You would like to see a higher public profile for the National Crime Agency.

Paul Stephenson: I think the National Crime Agency must have a higher public profile so it maintains public support and also, critically, other agency support and the support of other police forces.

Q600 Chair: Is there an acknowledgement that SOCA failed?

Paul Stephenson: No, not from me, sir.

Q601 Chair: But if you suggest that the new organisation should have a higher profile, do you believe that SOCA should have had a higher profile?

Paul Stephenson: In terms of its prime mission, I think it did many fine things. I think it would have been better advised adopting a higher profile in certain areas, yes.

Q602 Mr Winnick: Thursday week, Commissioner, as you know, it will be six years since the atrocities of 7/7 when, as everyone knows, 52 totally innocent people were massacred and so many were seriously injured. What is the terrorist threat at the moment, in your view?

Paul Stephenson: It is very significant. We have the national threat. It is at the second highest level, which I think is thoroughly justified. The terrorist threat can be split into two broad areas. We have the international terrorist threat, which continues to trouble us greatly and we are very busy both in the counter-terrorism wing of my organisation and, of course, across the security services. Then, of course, we have the concern of dissident Irish Republican terrorism, which is a concern, coming from across the water. That is a slightly smaller threat but, nevertheless, still a significant threat. The threat is there. We need to maintain our ability to protect and pursue people who are engaged in these terrorist threats and do everything we can to bring them to justice. We are very busy, sir.

Q603 Mr Winnick: Is the terrorist threat as acute, less or more so, than when the massacre took place in 2005?

Paul Stephenson: I cannot answer that question because I think our picture now, our understanding, is

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much greater than it was back in 2005. I would be comparing apples with pears.

Q604 Mr Winnick: Commissioner, it may well be outside your remit, but I think I shall put this question to you. The close relatives, the loved ones left behind, following the inquest that took place, felt there should be a public inquiry. The last Government and the present Government have been very reluctant to have an inquiry into 7/7. Do you have any views yourself?

Paul Stephenson: You are absolutely right, Mr Winnick; it is outside my remit. All I can say is I thought the current inquiry conducted by Lady Justice Hallett was very thorough, very dignified and a very sobering process.

Q605 Steve McCabe: I am just trying to figure out how these things that are effectively national concerns—counterterrorism, domestic extremism—have ended up with the Met. Is that the right place for them to be or where do you think they should go? I don't mean this disparagingly, but the Met inevitably has a bit of a London-centric focus. How do you ensure that these national concerns do not get constrained in a London context?

Paul Stephenson: I think you need to look at the history of our development and what we have built up, especially here in London but also the network across the country that, you are right, the Met coordinates on behalf of Government. Firstly, we need to remember that London—I hardly need to tell you this—is one of the major iconic cities of the world. So it presents a rich target, and we have seen that with the dreadful events of 7/7 and that will continue to be the case. It was also the case, although not exclusively, with the old Irish Republican terrorism problem. So there is a reason why, wherever the lead for counterterrorism went, I, as the Commissioner of the Met, would want to have a significant asset dealing with counterterrorism problems in this City, just as the Commissioner of NYPD does, despite the fact the FBI takes the lead. That is the first thing.

The second thing is that we do enjoy certain advantages by having counterterrorism located in policing. I happen to think that public safety and national security should be more important than territorialism and structural convenience, and where the lead for counterterrorism lies should be based on thorough analysis. At the moment, the thorough analysis would point towards building what we currently have. Why do I say that? First of all, we have this golden thread linking a community constable through to the national co-ordinator for counterterrorism within policing. That is a golden thread of potential intelligence and activity. Whenever the threat level goes up, there are co-ordinated actions right the way across this country, linking into business, linking into communities, because we have that bedrock of policing and police officers who are trusted in many communities. So we have that golden thread. We also have probably the best relationship with the Security Service in the western world. We are the envy of our international partners.

Q606 Chair: But, Sir Paul, isn't this precisely why the Home Secretary wants counterterrorism to be part of the National Crime Agency? You mentioned the NYPD, but in America—I have just come back from Washington—there is a separate counterterrorism organisation that is national, and all the other bodies feed into that. Surely that is the right place to put counterterrorism, rather than with all the other things that the Met does.

Paul Stephenson: If I might just remind you what the Home Secretary's position is, she has made it absolutely clear that there should be no question of moving the lead for counterterrorism prior to the Olympics and she has also—

Chair: Prior to the Olympics.

Paul Stephenson:—and she has also supported my plea that, whatever we do, it should be based on thorough analysis and there should be no prejudging. I briefly outlined what progress has been made on dealing with national serious organised crime in this country. To suddenly decide that a new agency should take on a responsibility that inevitably would draw asset because of the nature of that higher threat, I think, would be a very foolish thing to do.

Q607 Chair: But what you would just do is, in your diagram of who does want in the Met, you would just move John Yates into the National Crime Agency with all the expertise. The Government do not have an attachment to buildings or structures. They want to provide the best deal for policing. Surely counterterrorism is a national issue.

Paul Stephenson: It is a national issue, Chair, and we have a national capability that is exercised on a national basis. But can I remind you of when we did run organised crime and counterterrorism as two separate elements of the same organisation? That was in the Met. Even though they are dealt with by two separate organisations, the threat from counterterrorism, because of the high consequence, will always out-trump the threat from serious organised crime, so there is a drain of asset towards counterterrorism, which means that you once again fail to recognise serious organised crime as a serious problem. None of those things should say we should never move the lead, but let us base any move on thorough analysis and not structural or political convenience.

Q608 Steve McCabe: It is the same with domestic extremism. Would I be right to equate the two?

Paul Stephenson: It is a separate threat but, of course, we have moved the lead on that to the Met to try and co-ordinate on a national basis. I have to say the level of co-operation and integration between the Met's lead and chief constables across this country is something that we should now be proud of. It has been the devil's own job to get there over many years, but we are now somewhere where our international partners envy us. It does not mean to say that we should never change, but let us base it on analysis.

Q609 Nicola Blackwood: It may be that you have just answered my question, but I would like to take you back to your point about the golden thread and

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the link between the neighbourhood officer and the Met command on counter-terror. Surely the problem that Mr McCabe was raising was that is between the neighbourhood officer in London and not necessarily the neighbourhood officer in Leeds. How would that be different if you have the NCA? Could you please explain why that would be more of a problem if you had a command in the NCA? Why would it be different?

Paul Stephenson: Because it is in policing. We do not command Leeds. The Chief Constable of West Yorkshire commands that.

Q610 Nicola Blackwood: Yes, I understand that. That is why I am saying that they still have a barrier between—

Paul Stephenson: But he is part of it. No we don't.

Nicola Blackwood:—the neighbourhood officer in Leeds and your Met command. It would appear to be outside it, which is why I am asking for the explanation.

Paul Stephenson: I understand that, but the Chief Constable of West Yorkshire is involved in the development, the build and the exercise of the counter-terrorism effort. This is an effort across all chief constables in the country with significant asset located in various parts of the country, including West Yorkshire, which comes under his daily purview. But the responsibility for counter-terrorism is located in every police officer in this country. It is called crime and by having it in policing, it means we can co-ordinate and better link intelligence from every police officer in this country into the national effort.

Q611 Mark Reckless: Commissioner, as well as this issue of the Met overseeing something national, is there not also an issue of the ACPO involvement and how that is going to change when it develops into a professional body, ostensibly? Isn't there also an issue that some of these big metropolitan forces seem to be running ACPO TAM and other more provincial forces are not really involved and are not funded through it?

Paul Stephenson: There will always be an issue of divvying the cake up and funding across 40-odd forces.

Q612 Mark Reckless: Shouldn't that be accountable to Ministers or to elected people?

Paul Stephenson: Our counter-terrorism effort is directly accountable through to the Home Secretary and is held to account by the Home Secretary and, of course, there are governance arrangements with the current police authority structure to put governance across the, if you will, regionally located counter-terrorism units in Manchester, West Yorkshire and the West Midlands, and I think also in Thames Valley. So those police authorities come together with a governance structure with the Metropolitan Police authorities. There is governance at that level and there is governance at the national level because this is a national problem. Is it complex? Yes, but terrorism is a complex problem and suddenly trying to sweep this away into a national remote agency will not address those problems.

Q613 Mark Reckless: Who divvies up the money?

Paul Stephenson: That is a decision by Government, by the Home Office.

Q614 Bridget Phillipson: The Met also states that it hopes the Government will use the opportunity of introducing police and crime commissioners to reduce bureaucracy and cost. Could you explain why you think the introduction of those commissioners could lead to that reduction in bureaucracy?

Paul Stephenson: I am under a duty, a responsibility and a challenge to make significant cuts in the Met budget. I understand why. We are part and parcel of the national effort there. But there should be no area of public life where we do not bring the microscope and say, "Is there an opportunity in maintaining current structures or changing structures to reduce cost?" I make no criticism here, but it is worth noting that in 2010, with the Metropolitan Police Authority, we had 82 formal meetings, we prepared 428 formal reports and we had 795 formal inquires, which are similar to your parliamentary questions. Out of that came much good. But is there an opportunity to streamline that better and is there an opportunity to reduce the ongoing cost of supporting the Metropolitan Police Authority—£12.5 million? I am not being critical of the authority; I am just saying every opportunity should be examined and seized and I see no reason why this change also should not look for financial savings.

Q615 Bridget Phillipson: I am sure we all want to see a reduction in bureaucracy and the Minister and the Government have a clear policy direction in terms of police and crime commissioners. But it has not been explained, by the Minister or others who are in favour of police and crime commissioners, how this could have a knock-on effect on reducing bureaucracy. In fact, it may have the reverse.

Paul Stephenson: I do not know that it is going to have the reverse. The jury is out on that. I am simply making the plea that there should be no area of public life where we do not try to reduce cost and if there is going to be a significant change, then I am guessing it would be in every police and crime commissioner's interest to reduce cost because we all want to make sure that we spend as much as possible of the public's money on operational capability.

Q616 Bridget Phillipson: On another issue of bureaucracy, the Home Secretary has made it clear that she wants to see the bureaucracy concerning domestic violence and abuse cases reduced, and that is something that Jan Berry has talked about. I am not sure that the culture change that that bureaucracy, if you want to call it that, is designed to bring about has necessarily been embedded in police forces and, all too often, we still see avoidable tragedies. What would you say on that?

Paul Stephenson: We are capable of making mistakes, quite clearly. We are a people-based business. When a tragedy occurs, it is regrettable. We have to learn from it and try and avoid them in the future, but here's part of the problem of bureaucracy. Quite properly, when something goes wrong, be it

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major or minor, there might be a low-level review or a national inquiry. Out of that will come myriad recommendations. It is ironic, on occasions, that the people who ask us to become less risk-averse and reduce the bureaucracy, are also the people who produce many recommendations and end up with a list, a book, of things to do to avoid what once went wrong. One understands why that happens, but you then have to understand the reluctance of individual police officers to be less risk-averse when they are the people who might grip the bar of the Old Bailey in a criminal trial.

We need to find a way to synthesise the recommendations that come out of various inquiries to make common-sense decisions. The police themselves are capable of increasing our bureaucracy, I accept that; but one of the problems we have is we say we want to reduce bureaucracy and domestic violence and here in the Met one of the ways of doing that would be getting rid of particular form we use to capture information. A lot of people would say that is unnecessary bureaucracy. We believe that particular bit of bureaucracy has been significantly part of the story that has seen reducing numbers of homicides in this city and reducing numbers of domestic homicides as a result of the capture of information.

Sir Ronnie Flanagan, the ex-Chief Inspector of Constabulary, made the point that, just like there is good cholesterol and bad cholesterol, there is good bureaucracy and bad bureaucracy. My last answer on this is that whenever we talk about bureaucracy we always want to talk about forms. The real saving lies in process re-engineering. The real saving is in doing it cheaper. Ailsa Beaton, who's my Head of ICT in the Met—

Chair: I do not want her to feel neglected. Mr Reckless had a specific question for her.

Paul Stephenson: All I was going to say is she has leading a lean programme that is much more about reducing money and bureaucracy.

Chair: We will listen to her leanness very shortly, if I may put it.

Q617 Steve McCabe: I just quickly wanted to ask Sir Paul: since the Met said the Government should take this opportunity to bear down on costs and bureaucracy, I wondered if you could tell us what would be, as far as you are concerned, the best measure of that? It seems to me that, with any new organisation or structure, it is quite hard to tell at the outset whether they are incurring costs and increasing bureaucracy or having the reverse effect unless you have some inbuilt measures at the start. What would yours be so that we can judge whether it is having the effect you desire?

Paul Stephenson: I guess I would start with the overall cost of the Metropolitan Police Authority, which I think last year, was £12.5 million. That is not a bad place to start. Will the new structure cost more or less?

Q618 Steve McCabe: Do you think it should be less than that figure?

Paul Stephenson: I would like to say so because I would rather hope I get the balance and I can invest

it into operational policing; but I would say that, wouldn't I?

Q619 Mark Reckless: Ms Beaton, could you tell us what you are planning to do with all these national IT systems that you are going to inherit from the National Policing Improvement Agency?

Ailsa Beaton: First of all, I am not certain yet that the Metropolitan police service will be inheriting these systems from the NPIA. The Home Secretary has asked for advice on options for the delivery.

Q620 Chair: You said you are not certain about it. Would you like to have them?

Ailsa Beaton: We have said that these are critical systems for operational policing. The police national computer, the fingerprint system, and the dangerous persons database are absolutely essential to policing.

Q621 Chair: Nobody knows where they are going at the moment; is that what you are saying?

Ailsa Beaton: There is a transition; there is a new organisation. New organisational options are being looked at, at the moment. We, in the Met, have said that, if it would be helpful in this process, we would be happy to take over minding those systems on a temporary basis through the transition—whether it is waiting for further outsourcing, whether it is just to wait for a new body to set up—because we want those systems to keep going in the interim.

Q622 Mark Reckless: That temporary minding of the systems potentially becomes the Met being the permanent home.

Ailsa Beaton: The Home Secretary is looking at the various options that are available for the delivery of police ICT as a whole. She is looking at whether a new organisation should be set up; looking at whether, for example, the delivery should go to the Home Office. An ICT transition group has been set up that I sit on as a Met representative and also as an ACPO representative. There have been proposals to that group from Lord Wasserman and I understand that the Home Secretary is considering those proposals at the moment and is about to make a decision on what the successor body for looking after ICT should be.

Q623 Mark Reckless: How many times have you met with Lord Wasserman to discuss these issues?

Ailsa Beaton: I would think about a dozen times, in formal meetings and informally, to have discussions about what the options are.

Q624 Lorraine Fullbrook: I would like to ask Sir Paul and Ms Beaton, just following on from the costs of bureaucracy, about the cost of procurement. Her Majesty's Inspector of Constabulary estimated that £100 million could be saved if better procurement was employed and, indeed, the Home Office indicated that £400 million would be saved if ICT procurement was involved and secured as well. In your own evidence of success in improving procurement, the Metropolitan Police states, "The Met-led procurement of mobile telephony has led to a 38% reduction in cost." Could

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you explain more about this in detail and what was involved and why it was Met led?

Paul Stephenson: If I could give a brief answer before the more substantive answer comes in. We need to save money and we are something like 20%-odd of the whole national police budget; so why wouldn't we want to collaborate with other people, use our power and the power of other forces together in a marketplace to reduce cost? It was the logical thing to do; an example of very good collaboration that benefits the public in the end. If I could pass over for the expert answer.

Ailsa Beaton: In the whole procurement area, we are looking at three areas to try and improve procurement. One is working better with the suppliers and, of course, part of it is negotiating lower margins with suppliers. Part of it is understanding where the costs arise for suppliers and whether we, for example, put bureaucracy on to them. If we cut it out, their costs would be lower and our costs would be lower as well. In the second area, we have taken the opportunity that Francis Maude has presented to have a look at whether the EU procurement rules give us the same agility that, say, the private sector has to negotiate the best possible deals with suppliers; we understand that there will be some investigation into that. The last area is that going to the market 43 times is not the most efficient for us and it is not the most efficient for the suppliers, if only because they have to put 43 bids together.

The reason why I think the Met is so successful in this area is that the spend from the Met alone is very significant. It gets suppliers' attention and, even if all we were promising was the Met's business, there is a huge amount of revenue then going to the organisations and we can get discounts based on that. In the work we did on the mobile phone piece, we opened up to all the police forces and asked if any other people wanted to join with us. Virtually all the forces chose to join with us and gave us letters of intent and figures on what money they spend on mobile communications so we were able to go to the market with virtually the whole of the police spend and offer to a single supplier effectively that level of business.

Q625 Lorraine Fullbrook: That was where the 38% reduction in costs came from?

Ailsa Beaton: Yes. The total saving for the contract for the Met is about £5 million—about £1 million a year in the contract.

Q626 Lorraine Fullbrook: Would giving individual forces the lead for particular areas of procurement be a viable approach to achieving effective savings?

Ailsa Beaton: I think one of the difficulties is that the large metropolitan forces have fairly large, professional procurement organisations to field against the suppliers in a big competition. I am not sure that the smaller forces have that level of resources; but I would imagine that, provided we could pool resources, there would be no reason for one force rather than another to lead. But they, of course, would need to deliver a volume of business to the market to get the discount.

Q627 Lorraine Fullbrook: Are you able to present best practice that you have achieved in the Met to other forces?

Ailsa Beaton: Yes, we do that through groups that we attend; whether they are, in my case, IT director groups, or ACPO information management groups. We do share best practice around those.

Q628 Mr Winnick: Commissioner, you were Deputy Commissioner at the time and obviously not the overall boss, but there was criticism of the lobbying that it was said the Met was involved in regarding the Government's wish to introduce 90 days pre-charge detention. Now that the present Government are going to put forward proposals of 14 days, or 14 days-plus, there has not been any reaction, as far as I know, from the Met. If it is argued that this is purely a matter for Government, as indeed it is, why in 2005 was there lobbying and not now?

Chair: Can we have brief answers to these quick-fire questions?

Paul Stephenson: As brief as I can be. I am not being flippant, but that question ought to be asked of whoever decided to do lobbying in 2005. I think perhaps the way we presented ourselves was more than a little clumsy and we allowed ourselves potentially to look party political. I am absolutely clear of one thing. The public will forgive the police many, many things, but they'll never forgive them for being party political. It is a matter for Parliament to decide on these matters.

Q629 Mr Winnick: But the lesson has been learnt?

Paul Stephenson: I never needed to learn that lesson. I believe it is a matter for Parliament to decide the balance between civil liberty and security. I should advise and comment on critical issues, but I should not be clumsy in the way I present that advice.

Q630 Mr Winnick: Just one more question, if I may. I am not trying to pin you down; you were the Deputy at the time, not the overall boss. I am not trying to tie you down or have you prosecuted in any court, but is it true to say that, arising from that answer, the Met has learnt its lesson?

Paul Stephenson: It would be true to say, I think, we tend not to be clumsy in the way we present ourselves.

Mr Winnick: If you want to argue, then put it like that.

Q631 Michael Ellis: A quick-fire question, Sir Paul, please. Are you happy with security for the Royal Family, especially when in transit? The Chairman alluded to a serious incident while I think you were on leave, in which a state car was badly damaged and there was a serious episode of disorder. Are you happy with the overall picture as far as the Metropolitan Police is concerned?

Paul Stephenson: Thank you. Of course, the Chairman, if I might be very bold, was a little mischievous in his list of things that happened while I have been off. He did not include all the positives that had also happened. Am I happy? I am always seriously concerned to ensure that we carry out our very, very heavy responsibility to protect the Royal

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Family as best as we possibly can. We liaise heavily with the responsible authorities and indeed the family themselves. It is a big responsibility. We should make sure we do it fully and properly.

Q632 Steve McCabe: This is a very quick question as well. What is going to happen to all the staff tied up with the Olympic and Paralympics games after they are over? Is that a saving that we are going to see in the Met or are they going to be deployed for some other purpose?

Paul Stephenson: They will be either redeployed or lost by natural wastage. We have a plan for how we are going to migrate back into normal business—if you can ever say that in the Met; the Met is abnormal because of its size and scale. But this is a huge, huge challenge. I don't think that nationally we have yet even got our minds around the scale of the challenge coming, although our plans are very good. We have a plan of how we will migrate back, and I would like—I am very clear and I have said it to the management board and to the police authority—to see further reductions in management on-costs, senior management on-costs, after the Olympics when we have dealt with this huge volume challenge.

Q633 Chair: From me; on the Madeline McCann case, the Prime Minister made a statement saying that he wanted the Met to breathe life into this investigation. Is it happening?

Paul Stephenson: The Prime Minister made a request of me. It was my decision. I made that decision. The Met has always assisted in cases like this. We just haven't been quite as transparent and we haven't been insistent in asking for the money in the past, because we do need the money to do this. We have the money.

Q634 Chair: So the Prime Minister has asked you?

Paul Stephenson: Yes. Well, not me personally—

Chair: No; he asked through the media and you then took this as a request to you?

Paul Stephenson: I received a letter from the Home Secretary.

Chair: Right, and what has happened since?

Paul Stephenson: We put together a reviewing team. It is a big task and we will review this investigation. We are not leading the investigation. That is for the Portuguese authorities. We will liaise with the Portuguese authorities and we will come up with any findings that may be of assistance for any further and future investigation. That is our responsibility.

Q635 Chair: Right. Can I just show you the map of senior management, which you kindly provided for me? If you look at that, as far as gender is concerned, I think you are not doing too badly. But, as far as race is concerned, I wonder whether you could identify the numbers of ethnic minorities at the highest levels of the Met Police, which has been something you have talked about, your predecessor talked about and, of course, McPherson talked about.

Paul Stephenson: It is a big challenge. Firstly, can I say, just to reinforce what you said; I think if you look at that the move in gender at the more senior levels of the management board has been quite spectacular.

Chair: Very commendable.

Paul Stephenson: I think it is a very real challenge. We did, as you know, have one ethnic minority assistant commissioner, who left. It has been a big challenge. It is not an excuse; we do need time to develop people to get them to the right positions in the service. That is why we need to look at the way in which people enter the service to see whether there are ways in which we can either fast-track or bring people in at different levels. I have always been open to that possibility, but it would require a change in legislation. I think we would have to consider it carefully and do it with real care so we do not put people in positions to fail, which is what we must never do. But it is a challenge, I accept that, Chair, and we have to go much further and much faster.

Chair: Lorraine Fullbrook. You will remember Mrs. Fullbrook from Lancashire, of course.

Paul Stephenson: Indeed, I do.

Q636 Lorraine Fullbrook: Nice to see you again, Sir Paul. Just on that point, is it not the case, irrespective of race or gender, that people in the Met, or in the police service in general, are promoted or employed on merit?

Paul Stephenson: I think, to be fair to the wider police service, people are promoted or employed on merit. It must always be that way; but it is how we assist people to get that promotion on merit, particularly when they come from a different background. Thankfully, we have just had an appointment of commanders—assistant chief constables in everybody else's language—and we have just appointed a commander from another force with an Asian heritage background. That is good news for us, because we do need competent, capable people who are good role models.

Q637 Chair: But it is always done on merit on that level, isn't it?

Paul Stephenson: I have agreed; it should always be done on merit.

Chair: Exactly, as it is for the election of Members of Parliament.

Q638 Mr Winnick: Commissioner, certainly I accept that there is a genuine wish on the part of the Met to recruit people who are not white. However, we have had evidence in the past, and I just want to ask you how far you feel it has been eliminated, of the sort of canteen talk where those who are not white have been baited, have been subject to all forms of discriminatory talk and the rest of it; their life made a hell in some cases. Would you say all that is in the past?

Paul Stephenson: I would be an extraordinarily foolish Commissioner indeed to think that out of

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50,000-odd people, every one was pure and good and had the integrity and values that I want them to. You are always going to have people who let the side down, who—

Q639 Mr Winnick: Leaving aside the odd character who shouldn't be in the police service at all, would you say that generally, as far as the Met is concerned, that sort of racism in the canteen has ended?

Paul Stephenson: We have made huge progress. We have even made huge progress in recruiting. But, of course, when our numbers start to reduce overall, it becomes much more difficult to alter the balance in a career that very often lasts 30 years.

Q640 Mark Reckless: Commissioner, until last month, I was a member of the Kent Police Authority and we had a truly excellent chief constable who was the only ethnic minority chief constable in the country, I believe.

Chair: Mike Fuller.

Mark Reckless: Yes. Have you any idea why his talents were not perhaps further recognised by the Met and potentially by ACPO, given the very strong performance he delivered in Kent?

Paul Stephenson: There is nothing I can say in response to that question. I know Mike Fuller. I knew him as a colleague. I have never come across him, have never worked with him professionally and at no stage while I have been in the Met, I don't think—I am thinking now—has he applied for a position in the Met. I could be wrong, but I don't think so. I think that is the case.

Q641 Chair: A very final question; I am sorry we kept you longer, but it is a long time since we have seen you, so we get very excited when the Commissioner comes in; lots of questions. You made a very important statement on cybercrime, following the vandalism that was done, extraordinarily, to the Serious and Organised Crime Agency website. Who has responsibility for cybercrime and why do you think this happened? A group, I think, of 19-year-old

men and women operating from their homes are able to break into the website of the Serious and Organised Crime Agency. Some people might think this is the first line of a joke. Who is responsible and how did this happen; do we know?

Paul Stephenson: You raise a question of great import. It is a huge problem. Responsibility has been quite difficult to tie down. The Met has stepped up to the plate and created the e-crime unit; that has been hugely successful. I happen to believe—

Q642 Chair: It is the Met's responsibility, is it?

Paul Stephenson: The Met has done something to fill a vacuum. I happen to believe that in the medium to long term, the National Crime Agency should take responsibility for cybercrime. I think that is the right direction of travel. We have to be very careful that we create an organisation that can make a real impact on serious organised crime. But if I may say, Chair, cybercrime is a much wider problem. We know how paedophiles are able to enter a child's bedroom, not by skinning up the lamp post but from thousands of miles away. This is a very serious problem.

Chair: Indeed. It is a very serious problem and we will be looking at it again. If Mr Michael promises he will ask a question in 20 seconds, I will allow him to, because this is his big subject.

Q643 Alun Michael: Do you accept that there is a big connection between the serious organised attacks and a lot of stuff that goes on in relation to the internet; so it is not just organised crime that is the concern?

Paul Stephenson: I think it is much wider than that. It is organised crime and individuals; but I do think, possibly, the right place to locate the national effort for this, at the right time, will be the National Crime Agency.

Chair: Sir Paul, it is always a pleasure to have you back. It is good to see you looking so well. Thank you very much for coming today, and Ms Beaton.

Could I call to the dais, Derek Barnett, from the Police Superintendents' Association?

Examination of Witness

Witness: **Derek Barnett**, President of the Police Superintendents' Association, gave evidence.

Q644 Chair: Mr Barnett, my apologies for keeping you waiting. As you saw, the Committee was asking the Commissioner a number of questions of importance. Your presence at this hearing is, of course, extremely important to this Committee. I want to start with a fairly general question, which is about your wish for a Royal Commission. Is it still the case that you believe that the establishment of a Royal Commission would help in respect of what is happening with the new landscape of policing?

Derek Barnett: Thank you, Chair. Around about 10 years ago, the Superintendents' Association debated whether or not to call for a Royal Commission. At the time, we took soundings clearly from the wider police family but also from our members. At that stage, we were persuaded that a Royal Commission would take

too long and would be too expensive and, therefore, as an association, our view was that we should not push for a Royal Commission. Nothing has changed in the intervening years because, quite clearly, we understand the imperative to review policing, but still we are not persuaded that a Royal Commission is the best way. I think what we do believe, and I certainly believe, is that there is an awful lot of reform of the police service in general. A lot of it is very good, very valuable, but there is a sense that it is not connected up with any coherence or vision.

Q645 Chair: How would you describe morale at the moment among superintendents, members of your organisation? Is it good?

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Derek Barnett: It is a question that has always been asked of the police service since I joined in 1978, 33 years ago. Morale, I think, is something that changes from individual to individual, from force to force and from unit to unit. So I think it is always a dangerous thing to say that is there a general picture of morale across either the service or my members.

Q646 Chair: You must be able to gauge this. You have an organisation; obviously some people are necessarily happy people, some people are sad people; but, generally speaking, what is morale like?

Derek Barnett: At the moment we have 1,468 members. Twelve months ago we had 1,650 members. So clearly we are seeing a significant reduction over a relatively small period. That is bringing about a sense among our members that they are being asked to do more, and command a more challenging and complex environment, with reduced numbers. So that is bringing some challenges in terms of our members' own personal resilience and the resilience of the officers they command and the units they work in. So there is a question, in that respect, about their own resilience.

But there is another element clearly; they are facing many challenges themselves personally in terms of not only reduced numbers but terms and conditions, pensions, pay and the pay freeze. That is having an impact on people, but not to the point where it is to the detriment of the work that they are doing. My members are superintendents and chief superintendents in key positions and it is not deflecting them from the work they are doing.

Q647 Nicola Blackwood: Mr Barnett, now that we have seen the detail of Peter Neyrouds' review, could we ask for your opinion on his proposals for the creation of a professional body and, in particular, what role you see superintendents and chief superintendents having within that new body?

Derek Barnett: I think, for a group of senior people within policing, it would be perverse if we did not want to see the professionalism of the service. So we have always agreed in principle and support in principle Peter Neyrouds' view about professionalising the service and we supported in principle a professional body. The difficulty appears to have been in the terminology, because nobody is quite clear what a "professional body" means in policing. The Royal College of Nursing, for example, is a trade union that acts in furtherance of the interests of its members. I think what Peter Neyrouds is suggesting is something that is both regulatory but also membership-focused, and that has caused us a bit of difficulty because it becomes a bit of a hybrid organisation.

The second thing is that Peter Neyrouds suggested that this new professional body would be led by ACPO, which would be the head and the heart of that organisation. Clearly, for senior people in policing, that causes us a little bit of disquiet because, if there is to be an overarching professional body for policing, or whatever we call it, it should be one that takes in governance and engagement from the whole of the

service, including superintendents and chief superintendents.

Q648 Nicola Blackwood: Have you taken soundings from your members? What recommendations will you be making for the formation of such a body—that it should be primarily membership-led, that it should be primarily regulatory? What would be your preferences?

Derek Barnett: Strangely enough, we are the only body in policing that has asked the question of all our members and, among the 1,500 or so members, there are quite split views, I am afraid. There is no consistent view. I have talked about the confusion about the name "professional body", and about how it would be governed. So there is no clear consensus about what this should look like. But I think there is clarity that the reason for the creation of a professional body is primarily the demise of the NPIA, the desire to see a change in the governance of ACPO and, clearly, the financial situation. Our view as an association is quite clearly that that should be fixed first before you then move on to a professional body, because there is the fear that the professional body is a way of masking those problems.

Q649 Nicola Blackwood: In what form did you ask your members that? Was it a survey or a letter to which you received responses?

Derek Barnett: It was a direct e-mail from me to every single member, forwarding Peter Neyrouds' report and an executive summary and then posing a number of questions about it and seeking their views.

Q650 Nicola Blackwood: Would you be willing to send the results of those responses to the Committee in some kind of digested form? It would be very interesting for us to see it.

Derek Barnett: Certainly we have made a formal response to the Home Office, which will be published, and you are very welcome to see that, yes.

Nicola Blackwood: Thank you.

Q651 Mark Reckless: Mr Barnett, I have never fully understood this great divide in status between assistant chief constables and chief superintendents. The Police Authority has played a role in their appointment and they have been through the strategic command course, but isn't it just that they are a member of this organisation called ACPO and people of your rank are not? Is that a barrier we should be breaking down in the new landscape?

Derek Barnett: I agree entirely. We are a product of where we are now, but in years gone by I guess we lived in a far simpler world than we do now and policing was divided into the practitioners right the way through to chief inspectors, and chief officers from ACC onwards, and chief superintendents sat somewhere in the middle. That worked and has been proved to work, but what we are finding now is that in the new landscape—to use the terminology of the Committee—we are seeing a blurring now of the lines between chief superintendent and ACC. I have no doubt at all that, in the future, that line will become even more blurred and then we will question what

exactly it is that we ask an assistant chief constable to do that is different from what we ask a chief superintendent to do. We have the quite bizarre situation in some forces now that chief superintendents are directly line-managed by one ACC, so almost a one-for-one situation. Clearly that is not something that we believe is right. In time, I think we may see a more sensible division of labour, if that is the right way to describe it.

Q652 Lorraine Fullbrook: ACPO receives around £10 million of taxpayers' money. Does your organisation receive any taxpayers' money?

Derek Barnett: We receive a grant that is called "grant in aid" each year from the Home Office, but we are funded primarily one third by that grant and two thirds by our members' subscriptions.

Q653 Lorraine Fullbrook: How many pounds is that?

Derek Barnett: Gosh, I'm not the treasurer so it would be difficult to answer that for you, but it is two thirds, one third. I guess it is between £500,000 and £600,000.

Q654 Steve McCabe: Can I just ask you quickly about the National Crime Agency? When the Police Federation gave evidence on this—this was before the Government had published their plan on 8 June—they described it as an "empty vessel". Obviously, since then the Government have produced this plan. Are you clear now about what functions and responsibilities the National Crime Agency will have and how it will operate?

Derek Barnett: Clear inasmuch as I have seen the document produced by the Home Secretary proposing the NCA. As an association, we welcome that focus on serious and organised crime and recognise the impact on the economy between £20 billion and £40 billion per year. So I think we welcome that particular emphasis. We do have some concerns about the detail but, listening to the Commissioner, I would agree entirely that what we desperately need now is to appoint the head of that organisation. I think, once we have cleared that particular hurdle, some of the detail will become more apparent.

Q655 Steve McCabe: On that, do you have any idea of when you think that head may be appointed? I am just conscious that we legislate for this in 2012; it gets going in 2013. I do not know what the technicalities of appointing someone to a body you have not legislated for yet might be, but what kind of time scale do you envisage for appointing someone?

Derek Barnett: Other than knowing that the job description has now been finalised and an advert completed, I do not know the time scale. I should imagine there will be a relatively small number of people applying for that role, which I think would foreshorten the process; but it is about getting that individual in place as quickly as possible and then taking forward some of that detail.

Q656 Michael Ellis: Mr Barnett, in your written evidence you express some concern about the future of some functions currently performed by the NPIA and also the gap between the phasing out of that agency and the setting up of the new National Crime Agency. That was a few months ago now, so I am just wondering if your concerns have been addressed.

Derek Barnett: No, I think those concerns are still there. What we are unsure and unclear about is what exactly will happen to those legacy services and products that the NPIA currently provide. We have to remind ourselves that the NPIA was set up to bring together all those parts of policing that had hitherto been in different places, so it did fulfil a function. With the demise of the NPIA, we are not sure where some significant pieces of work will go to. We have a feeling that some of the IT things will be taken care of in some sort of organisation, but we have concerns about those things that are not big ticket items like PNC, PND, DNA and witness protection.

Q657 Michael Ellis: You have suggested, have you not, the possibility of creating a new body to manage certain of those NPIA functions like the DNA database and the police national database?

Derek Barnett: No, we haven't suggested that. There will be something, I am sure. There will have to be something that will take hold of those services. The worry I have is about where what remains will go to. We believe that that is in the region of £60 million and if there is not a proper home or funding for that, that burden will then fall on individual police forces.

Q658 Michael Ellis: Could those functions go to a lead force, for example, or to Her Majesty's Inspectorate of Constabulary or something like that; a functional model?

Derek Barnett: As it is currently constituted, I don't think HMIC could, because a lot of these things require people and they require them to do things. It is the people that cost money. It is less about the buildings. But some of these things are about vital services such as operational support in times of crisis and the co-ordination of activity to deal with critical incidents. Our fear is that eventually somebody somewhere will take control of that, but the cost will fall across the police service generally. If that goes into individual forces, each of the 43 forces will have to take their share of the £60 million or so, and that will then have an impact, again, on service delivery to the public.

Q659 Alun Michael: In your written evidence, you were critical of the fact that only the abolition of stop and search forms had contributed to reducing bureaucracy. There have been recent announcements. Do those go far enough?

Derek Barnett: What is positive about the Home Secretary's recent announcement is the clear, determined focus to reduce bureaucracy, and that is welcome because the—

Alun Michael: I was not talking about focus. I was asking you whether it is achieving that reduction.

Derek Barnett: I think the point I was coming on to is that that focus is probably more unremitting than it

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has been in the past, because we have had previous attempts to reduce bureaucracy. I think already we have seen stop and account, but we are beginning to see, for example, the return of charging powers to custody sergeants, which has the potential, I think, to reduce the bureaucracy even further. But when I ask the question of police officers and my members about we are seeing any evidence yet of bureaucracy reduction, the real answer is that it is slow progress. I think one of the reasons for that is that quite often it is our own members, our own senior officers, who contribute to the bureaucracy. I think it will take some time.

This is why I come back to the unremitting focus. It is something that has to be pursued as a long-term objective. It is not just a question of cutting out forms. It is not just a question of giving better technology. It is about moving on from this culture that everything has to be written down because if it isn't, it didn't happen. Lawyers tell chief superintendents that, when you are managing a critical incident you have to write every single decision down and the reason behind every decision. That is bureaucratic in the extreme.

I also think we have been very comfortable as a service within a performance culture, because that sometimes is easier to manage than a culture that allows discretion. Again, I think the message to my members and to chief officers is to trust the police officers more, trust our staff and give them the discretion to do the job without being overly prescriptive.

Q660 Steve McCabe: Can I just ask a very simple question on that? I am with you in wanting to cut bureaucracy and trust police officers; but when you are facing criticism for having got something badly wrong in a major inquiry, if you cannot point to how you made your decision, how are you going to defend yourself?

Derek Barnett: Absolutely, and that is the advice that we get; so I don't think the answer to that particular problem lies within the police service. I think that lies much more generally with people like yourselves, in politics, but also people in the legal profession. There is no short-term answer to that question about being accountable. It is also right to remember that, as a profession and as a service, we are daily making

decisions that affect people's lives—taking their liberty, using legitimate force, prosecuting people and putting them before the courts. So it is right that there is a measure of accountability in what we do, and people have a right to expect accuracy as well as detail.

Q661 Chair: Can I just finally ask you about the Winsor proposals? How have they gone down with your members?

Derek Barnett: There has been an understanding, I think, by our members of the reasons why, perhaps, the *Winsor Part 1 Report* was commissioned. Our members are particularly disappointed with one or two specific recommendations and one of those is the recommendation to freeze annual increments of pay. But, generally speaking, the concern among our members is less about ourselves and more about those whom we supervise and manage—the federated ranks. We do have concerns about how the report will impact on them. It is worrying to see the focus of their mind-set taken away from the profession and the service they should be providing and a distraction towards pay and conditions at a time when they also face a two-year pay freeze and changes in pensions. It is the same for them as everybody else in the public service, and they understand that and accept that as well.

Q662 Lorraine Fullbrook: A very quick question. Can I ask how you disseminated the *Winsor Review* to your members so each of your members was aware of the facts, rather than the perception of the facts?

Derek Barnett: Again, I took a personal decision that every single member of the Superintendents' Association would get a full copy of the report and they would also receive the executive summary and they were all invited to comment and feed back responses to me at the same time.

Lorraine Fullbrook: So they all had a copy?

Derek Barnett: Every single one.

Chair: Mr Barnett, thank you very much for giving evidence, and thank you for the co-operation that you show with this Committee. You are always very ready with your organisation to supply us with the views of your superintendents and we are most grateful.

Derek Barnett: Thank you.

Examination of Witnesses

Witnesses: **Nick Herbert**, Minister for Policing and Criminal Justice, and **Stephen Webb**, Director of Crime, Finance and Performance, gave evidence.

Q663 Chair: Minister, welcome. Please have a seat. I think you are joined by one of your team, Mr Webb. Thank you very much for coming. You must be very pleased with the way in which the police service as a whole has dealt with the issue of resources. There seems to be an understanding in the inquiry that we have had so far—you are one of our final witnesses; we have kept the best until last—that the current economic climate means people have to cut costs. Is that your understanding as well? Even chief constables and others understand that something needs

to be done; you cannot go on spending the kind of money we have spent in the past.

Nick Herbert: Yes, there is that understanding and I think there is an understanding of that throughout most of the police service. People are well aware of the situation that the country is in and the fact that we are having to make savings, and every chief constable I meet is focused on delivering those savings and driving out costs while protecting the quality of the service they provide to the public. I think there is a much better debate within policing and between chief

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constables and their teams as they adjust to this new environment than there often is externally, where an assumption is made that every pound of public money that is not spent on policing that was spent last year must somehow mean a degradation of service. I simply do not accept that and I do not believe that the chiefs accept that. I think if we can do what Sir Denis O'Connor, the Chief Inspector of Constabulary, urged, which is to identify the savings and undertake a fundamental rethink of how policing services are delivered, we can protect the front line and the quality of service that the public receive.

Q664 Chair: Yes. You are very keen on crime maps, I understand.

Nick Herbert: I am.

Chair: If you had a crime map of who was responsible for the overspending and which authorities did so, who would you put up there, or is this a collective failure by the police service to understand that they ought to have provided value for money? They should have closed those police stations such as in Greater Manchester where the Chief Constable said, "Well, one is open and only two people visit every day". He should have closed it before, shouldn't he?

Nick Herbert: You clearly want me to name and shame. If I was going to do that, I would be putting a few bankers and politicians in the frame and certainly not—

Chair: I thought you would say that.

Nick Herbert:—our senior police officers. The point is that, in common with other public services, the police service received, year on year, very big increases in spending. I think, when they are being candid, they say that that meant they were not always focused on driving the kinds of efficiency gains and savings that they are now needing to. As well as a challenge in dealing with reduced spending, there is also an opportunity to look again at how policing services are delivered and improve the quality of policing services. I believe that police forces can become stronger even as they become leaner.

Q665 Chair: But where there is less agreement, where you have less to celebrate and enjoy, is on the actual structure of the new landscape, and I wonder whether you have seen the letter from the Home Secretary to me, dated 22 June, in which she says in the final paragraph—which the Committee has received; it is in the pack of papers—that she cannot be specific where some of these functions are going. After a year in office, when you clearly have a mandate to restructure policing, surely by now we ought to know where the functions of the NPIA are going and what is going to happen to counter-terrorism after the Olympics. These are critical issues that the new organisation ought to know about. How can you appoint a head of the National Crime Agency when you do not even know what that person's responsibilities are going to be?

Nick Herbert: I really do not accept the premise of your question, Chairman. Let us divide it into the two parts and deal with the Olympics part first and the National Crime Agency. It is absolutely right that we

have been clear; there is going to be no change to counter terrorism policing arrangements until the Olympics. There will be no review of the current arrangements until then, for very obvious reasons. So we can settle that matter and there need not be speculation about those arrangements for the time being. In relation to the other, wider policing matters, I disagree. I think we have an absolute clarity of vision about how we wish to deal with what I have described as the paradox of policing, which is—

Chair: We understand the vision.

Nick Herbert: Well, it is important.

Q666 Chair: We have just taken evidence from the Commissioner. We understand the vision. You have put your case very articulately in the House and to this Committee before, but he said it is better to have the strategy before the plan. He has just given evidence to us. We needed greater clarity. This is the Commissioner of the Metropolitan Police. We have had Ailsa Beaton, who is the Director of Information, saying we do not know where some of the NPIA functions are going, but she is prepared to act as a kind of au pair. She is prepared to look after them for the time being until you decide where they are going to go.

Nick Herbert: What I believe in is consulting very carefully with the professionals, which is exactly what we have been doing. They, of course, are well aware of that because what we want to do is take advice about the appropriate destination of functions that are currently carried out by the National Policing Improvement Agency. I think it was absolutely the right decision to say that that agency will be phased out, for reasons I could explain, and it will be; but what we are doing is taking advice from the senior police leaders. For instance, they were very anxious that we should not put IT and database functions within the National Crime Agency, and we are following that advice. So I reject the idea that there is any kind of undue delay or indecision here.

Chair: Well, that is what the Commissioner said.

Nick Herbert: We will be announcing decisions very shortly in terms of a direction of travel about where the functions should go and I certainly do not apologise for the fact that we have taken the trouble with all of our reforms to consult very carefully with the experts and professionals who are affected by them about how they should be put in place.

Q667 Bridget Phillipson: Just on that point, Minister, what progress have you made in deciding where the functions currently performed by the NPIA will go and have you decided how they will be funded?

Nick Herbert: We referred to that in relation to the previous question and we will shortly be announcing the broad direction of travel in terms of where the functions that lie within the NPIA should land, and then further detail will be worked upon and consulted after that. So I think we are getting close to being able to offer a greater clarity there, and that will then also deal with the issue about how these functions are going to be funded because we are having to make savings in the NPIA budget, as we are across other

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elements of policing. I am confident that if we take the right decisions in relation to the NPIA and consider, in particular, the need to drive out cost further, we can protect funding for the critical functions that the police themselves, through the service risk assessment that the NPIA has been doing, have identified as the priority functions.

Q668 Bridget Phillipson: Can I ask you what you mean by “shortly”, because “shortly” can cover a multitude of sins.

Nick Herbert: Sure. Before the recess we will certainly be giving greater clarity as to the direction, the broad indication, of where the functions will go and their destination and then we will be announcing further detail after that.

Q669 Chair: By 19 July you will have filled in the gaps as to what is going to be in the new landscape as far as the National Crime Agency is concerned, because that is when the recess is.

Nick Herbert: Only part of this affects the National Crime Agency. As you heard from the Chief Executive of the NPIA, there are relatively only a few functions that are likely to go into the National Crime Agency. The issue is where the broad remit of the other functions, which are the IT and database functions and the training and leadership functions, should go.

Q670 Chair: It is critically important. Is that going to be by way of a statement to the House before 19 July? The Home Secretary made a statement on this a few weeks ago and we did not have the details.

Nick Herbert: We will certainly give the information to the House first.

Chair: We know that, but is it going to be an oral statement on which Members can—

Nick Herbert: That will be a matter for the Home Secretary.

Chair: All right, we will ask her next week.

Q671 Nicola Blackwood: We have been hearing that there is going to be a bit of a transition phase between the NPIA being phased out in spring 2012, I believe, and the NCA being fully operational in December 2013. We have just had Ailsa Beaton here from the Met suggesting that some of those IT functions, which you have just mentioned, might be best taken on by the Met during that transitional phase. Are you in discussions with the Met or any other organisations for that transitional phase to ensure that none of the NPIA functions fall by the wayside or get lost during that period?

Nick Herbert: We are certainly in those discussions but it is worth repeating that only a few of the functions of the NPIA relate to, if you like, crime-fighting functions that would be appropriate to the National Crime Agency. It would be perfectly possible to make transitional arrangements to locate them with the Serious Organised Crime Agency until the NCA was up and running, so I think that is reasonably straightforward. The majority of functions are the other functions that we will need to find a proper place

for when the NPIA is phased out fully at the end of next year.

I am sure it is the right in the new landscape of policing, given the challenges that we are facing and the different needs that policing has today, that we are not going to continue with this quango of the NPIA which, in the end, was neither fish nor fowl. It did not have the buy-in from local forces but did not have a strong connection with the Home Office either and did not make, in my view, sufficient progress in the areas that we need to relating to how we are going to converge IT, how we are going to help drive out cost in policing. Nor, indeed, did it have the focus that we need on training and professional development.

I do not think it would have been right to have this kind of Christmas tree quango at very great cost, as we have seen over the last few years, continuing in that role. I think it was the right thing to reorder the landscape. That is not in any way to discount some of the good things that the NPIA has been doing recently, which I would certainly like to give it credit for, not least launching the crime maps.

Q672 Chair: It is going to be abolished.

Nick Herbert: It has done some good things but, as I say, the problem is that the NPIA has been neither fish nor fowl. Our failure to make progress in relation to IT is a very good example of that. We still have some 2,000 IT systems between the 43 forces, employing some 5,000 people. The reason why we have not made sufficient progress on these things is, if you like, a structural reason. I don't think the NPIA had sufficient buy-in from policing itself—from the police chiefs. It sat uncomfortably between the police forces and the Home Office and for that reason—

Chair: Indeed, with a very large budget of £500 million.

Nick Herbert: With a very large budget indeed. I think there was some evidence that money was not being spent wisely in its early years. There was a huge spend on consultants, which we have tackled. There was a huge spend on high-cost accommodation for seconded staff and there is also the issue of the NPIA's estates. It has a very large number of properties and there needs to be a rationalisation of estates, and I think there is an opportunity to drive out a lot of cost there, too.

Chair: Indeed.

Q673 Lorraine Fullbrook: Minister, please could you explain to the Committee how the National Crime Agency will be different from SOCA?

Nick Herbert: It will be very different. For a start, it is a bigger organisation in terms of its remit because it will include the Border Command that will fulfil the commitment that we gave to ensure a co-ordinated approach to border policing and it will also include an Economic Crime Command because we recognise that there is a need to do better in relation to the investigation and prosecution of economic crime. But it will also be fundamentally different in relation to serious organised crime. This follows the speech that the Commissioner gave to the Police Foundation last year, in which he talked about the continuing problem of organised crime groups and the failure to close the

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gap and deal with it. He himself then suggested that we needed to look again at SOCA and, in particular, as to whether SOCA needed to have a tasking ability in terms of its relationship with police forces, which was a fundamental proposal.

The significance of the National Crime Agency, of which SOCA will be a part, is that it will have that connection with police forces. It will have tasking ability, expressed through the new strategic policing requirement, and it will, if you like, draw down the activities of SOCA closer to police forces. There are too many untouchables in the criminal world. That is what Sir Paul Stephenson and others have been saying, and we have to tackle that. The model that the NCA will be pursuing, the connection with forces, and the fact that it will be working to an organised crime strategy and using a mapping of organised crime groups to establish where the risk is. All of these things will make it very different to SOCA.

Q674 Lorraine Fullbrook: The Commissioner gave evidence to that effect earlier. Can I also ask, Minister, how the National Crime Agency's ability to task police forces will fit with the introduction of the Police and Crime Commissioners?

Nick Herbert: I am going to return—in spite of the Chairman's interruption, because I now can—to the paradox of policing that I set out.

Chair: That will be coming in next.

Nick Herbert: But this answers the question directly. I think that the centre was interfering too much in the local and was not paying sufficient attention where forces needed to do things together and our policy is to turn that on its head and give more say at the local level, particularly in relation to how forces are policing and how they are dealing with volume crime. We will at the same time strengthen the approach nationally where we need to—where there needs to be a co-ordinated response, either in relation to value for money and the way police forces are working together to achieve that, or in relation to things like serious organised crime and the national threats. I think it is a coherent vision of how we achieve the balanced policing that Sir Paul and other had called for, where we are dealing with the local threats, anti-social behaviour and volume crime, but also the national threats, too.

Lorraine Fullbrook: Thank you, Minister. That is fine.

Chair: We are now going on to Police and Crime Commissioners, since you have mentioned them. I open this little section by thanking you for accepting the recommendation of this Select Committee—we obviously would wish the Government to accept more of our recommendations—on the existence of a protocol. We know that you have been working extremely hard with a number of groups to get the draft together.

Q675 Mark Reckless: Minister, on this particular issue for the Police and Crime Panel, can you once and for all tell the Committee, will the panel be able to veto the precept?

Nick Herbert: Yes. One of the things that we have said that we want panels to do is to be able to veto

both the appointment of a chief constable and the precept, and that is written into the Bill, which is currently before the House of Lords. Last night we tabled a series of amendments that represent a further strengthening of the checks and balances in relation to the powers of the panel, because we have been serious in saying that this is a reform we want to see put in place without pilots, with all of the elections in England and Wales taking place in May next year for directly elected Police and Crime Commissioners, but the coalition agreement was that there would be strict checks and balances and it is important that there are.

Q676 Mark Reckless: Minister, I am at a slight disadvantage on account of Ministers' way of legislating through the other place. This House did not have an opportunity to see the protocol. Now I am told various amendments strengthening the panel have been tabled overnight, which I was unaware of. But on this particular issue of the veto, can you explain, if it is a veto, why it is described in the Bill as merely "have regard to" and why you said, in the proceedings here, that the Commissioner would just have to consider it and why the Minister in the Lords expressed the view that the Commissioner should not just ignore it?

Nick Herbert: That is certainly not the case. In the end, a precept has to be set. Effectively, there are two locks that we want to put in place in relation to the precept. One is the ability of the panel to reject the precept and force the Police and Crime Commissioner to think again and the other is the democratic lock that will be set, following on from the proposals that are being made in the Localism Bill, whereby an excessive precept would trigger a local referendum. That creates a double lock, making sure that the people are given a say at the appropriate moment if necessary, but also that the panel, representing local authorities—with every local authority in the police force area represented, including district councils for the first time—also has a say. There then has to be some mechanism, should there be disagreement, whereby the precept can finally be set; but effectively the panel does have a veto over the precept as we suggested.

Q677 Mark Reckless: But isn't the problem that, of course, there will be a mechanism to settle it finally and, to the extent that we as a Coalition are unable to make up our mind and say "have regard to" but call it a veto, and then just say "consider" when the Minister describes it when legislating, that simply it is going to be a decision left to the courts?

Nick Herbert: I think we want to try to avoid, in this legislation, decisions being left to the courts. I think too many are anyway. No. What we are going to set out in the secondary legislation is the procedure that will ensure that there is a resolution. There has to be, because the precept has to be set in the event of disagreement. But this does put a considerable amount of power in the hands of the panel and it is worth repeating that it is the Police and Crime Commissioner who will have the mandate from the people and, in relation to the precept, that is one of the things that the electorate are going to be very

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interested in. We have to be careful about the extent to which we are giving the panel vetoes over things that cut across the mandate and, in the end, there has to be a procedure for ensuring that the precept can be set; but this is one of the areas where we felt it was important to have a sufficient check and balance.

Q678 Mark Reckless: Finally, Minister, you said just now that the centre had been interfering far too much and you wanted to turn that policy on its head and also the coalition agreement says that locally elected representatives will be the checks and balances. Why then is this substantive power of requiring the local referendum kept to the Secretary of State?

Nick Herbert: Because it follows the power that has been given through the Localism Bill and will be applied to local authorities as well. The point is that, in the end, the power will be with the people. The question is, do you have a centralised lock through capping where effectively you say you are not going to allow a precept level above a certain amount, or do you put that decision back to the people? Our philosophy is that the right way is to put that decision back to the people. So I think it is consistent with the idea of transferring power and final decision-making to the public.

Q679 Chair: Mr Webb, what is the budget of the NCA?

Stephen Webb: The NCA? That will slightly depend on precisely which functions come over from NPIA. The bulk of it will be the current budget of SOCA, but there will also be obviously the Border—

Q680 Chair: What about the budget of the NPIA? The budget of SOCA is now almost £500 million and the budget of the NPIA is £492 million; so what is going to happen to the other £492 million?

Stephen Webb: Do you mean the NPIA's current budget?

Chair: Yes. The budget of the NCA is going to be £500 million. Is that right?

Stephen Webb: The vast bulk of it will be the budget that was currently the budget of SOCA.

Q681 Chair: The budget of SOCA is £500 million. You are the Director of Finance; you should know this, presumably. So what is the budget of SOCA?

Stephen Webb: I don't have the precise numbers on me at the moment.

Chair: Sorry, I thought the Minister had brought you because you were the director of finance.

Stephen Webb: Apologies. I can give you the exact details, but I don't have them on me here at the moment.

Q682 Chair: Maybe we can be assisted by our Clerk, who can tell you that the budget of SOCA at the moment is £476 million. So will the budget of the NCA be £476 million? You can call it the anticipated budget if that makes it easier for you.

Stephen Webb: It is likely to be a little higher than that because some functions that may come over from the NPIA will want to come over with funding.

Q683 Chair: So a little higher than £476 million. It sounds like one of these game shows, "A little higher". What about the NPIA's £447.6 million; what is going to happen to that? Is the money going to follow the functions?

Stephen Webb: Yes, basically.

Q684 Chair: So there is no reduction in that amount of money?

Stephen Webb: There is a budget reduction set in over the spending review period.

Q685 Chair: All right, what will it be, then? What do you have to spend on the new bodies?

Stephen Webb: Overall, there will be roughly a 17% reduction over the SR period.

Q686 Chair: I am not a mathematician or an economist. You add together the serious organised crime budget of £476 million and the NPIA budget of £447 million—you are the finance man—and then you take away 17% and that is going to be the budget?

Stephen Webb: By the end of the SR period, what is currently in the NPIA, the budget will be slightly under £400 million. It will be around £390 million.

Chair: What is?

Stephen Webb: Sorry, the functions that are currently in the NPIA. Those will be distributed among various successive bodies as yet to be decided.

Q687 Chair: So, out of the £447 million, we will only have £390 million left? This exercise is also about getting value for money, isn't it? We will have £390 million?

Stephen Webb: Sorry, it should be £380 million.

Q688 Chair: In terms of SOCA, from £476 million it is going to go down to what?

Stephen Webb: I can give you the precise details. Sorry, I wasn't expecting the question. I believe it is going down to just over £400 million. I am sorry; I can send the Committee those details.

Q689 Chair: Do you understand the problem for this Committee, which is a scrutinising committee? Nobody must take these questions personally. We are here to help the Government with our report. It is important to know how much money is available. Is that not right?

Stephen Webb: Sorry, we do have the precise numbers. I apologise.

Chair: The Minister had the figures.

Stephen Webb: Indeed.

Nick Herbert: I think it is worth repeating, though—

Q690 Chair: Sorry, just for the record, because we have had some figures from Mr Webb—it was a bit higher and a bit lower stuff—what are the actual figures of the budget for the new National Crime Agency?

Nick Herbert: We have not set the budget for the National Crime Agency. What has been set is the amount of money for the Serious Organised Crime Agency, which will form the lion's share of the new NCA.

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Chair: That is going, SOCA, so we do not need to talk about that any more. But the new National Crime Agency announced by the Home Secretary in a recent statement—

Nick Herbert: Hold on. We have not set up the new National Crime Agency, which is not going to come into place until 2013.

Chair: I do know that. What is the anticipated budget?

Nick Herbert: We have announced the plan for the National Crime Agency. The budget will depend on the functions that are given to the National Crime Agency. Some of those functions may be within the NPIA at the moment. So there will be clarity at the appropriate time on these things. What we know at the moment is the budget in relation to SOCA and the amount of money that we are going to have to save from the NPIA, but I repeat that the lion's share of the functions are not going to be moving over to the NCA.

Q691 Chair: I understand that. I was just asking a question as to how much money was available, and basically the answer is that whatever is in the budget of SOCA is going to go into the new organisation, less 17%.

Nick Herbert: No. Chairman, with respect, I think you are misunderstanding the relationship between the NPIA and the MPA. If it will help, I am sure that we can write to you explaining the existing budgetary position in relation to these two organisations, what the planned reduction in budget is, and then we will, indeed, as I have said—

Q692 Chair: Do you have those figures now or is it something that you cannot tell us?

Nick Herbert: Those are certainly figures that we have now and we can send to you.

Chair: Excellent. That is very helpful.

Nick Herbert: But what we will not be able to do is establish exact budgets for the National Crime Agency or for whatever is going to take over the principal functions of the NPIA until we have taken the decisions about what those are. It is just sensible sequencing. That is all.

Q693 Chair: It sounds eminently sensible, Minister.

Q694 Alun Michael: Would it be possible for those figures to indicate the functions and the figures that go with them that have not as yet been allocated, where it has not been determined where they are going to settle?

Nick Herbert: Yes. I think the right thing is for us to send you the figures in relation to the current known budgets of the organisations. We will be announcing before the recess, as I indicated, the broad direction of travel and the disaggregation of these functions. Once we have properly consulted about those and how these functions of the NPIA are being phased out and we then know what the structure of the NCA is, we will then be able to announce budgets in relation to those. But we have to do this in a proper order.

Q695 Chair: Of course. That would be very helpful and if you could let us have it by noon on Friday, that

would be very helpful indeed. Could you just finally tell us, on this point, about Lord Wasserman's role? What is Lord Wasserman's role? The Committee has been keen to hear from Lord Wasserman, but he is reluctant to come in and see us.

Mr Winnick: Who is he?

Nick Herbert: I think the Home Secretary wrote about it. Lord Wasserman is an adviser to the Home Secretary on policing matters. He is highly qualified to be such an adviser in view of his experience and he has been giving advice on a range of policing matters. It is not normal for such advice to be made public or for advisers to appear before the Committee.

Chair: We understand that, but of course he is also in the House of Lords and he has been making speeches.

Nick Herbert: So you will be able to listen to his speeches.

Chair: But it is also the function of the Select Committees, to ask people who make interesting speeches to come and give evidence to us.

Nick Herbert: I think, though, when they are also acting as an adviser that would clearly be a break from the normal procedure, would it not?

Chair: Mr McCabe will tell us that Mr Alastair Campbell did come and give evidence to a Select Committee. We will not go into this now.

Q696 Mark Reckless: Lord Wasserman has been making excellent speeches in the House of Lords. Was he also in charge of police IT at the Home Office in the early 1990s or thereabouts?

Nick Herbert: Yes. He was a senior official in the Home Office before going over to the United States, where he became an adviser to various police chiefs in the United States.

Q697 Mark Reckless: Can I just say one more thing? I have been looking forward to reading a report from him. I find police IT to be an extraordinarily complex area and I just wondered if there is any chance still of a report coming out, or at least some sort of statement so that—

Nick Herbert: No. I am afraid, Mr Reckless, you will have to be appointed a Minister before you have the benefits of that advice.

Q698 Steve McCabe: There is hope for you yet, then. Minister, you have pinned a lot on saving money through better procurement. Can you just briefly tell us what the strategy is for central procurement at the Home Office at the moment?

Nick Herbert: Firstly, we want to make greater progress on this because we think there are significant sums of money to be saved between the forces. It does not make sense for the forces to procure separately if those savings can be realised so we have brought the procurement functions back within the Home Office, where we seek to drive this. We have set out a procurement framework and increasing amounts of goods and services are being bought under that framework. We have identified to this Committee before the savings that we think we can achieve through those frameworks, which are considerable, and it will extend. This is all being done with the agreement of police forces. I have laid regulations to

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enable these frameworks, but I think there is widespread agreement that it is sensible for us to be driving savings in this area.

Q699 Steve McCabe: Minister, in the early stages of this, when I think you gave evidence back in March, the chief constable responsible for procurement issues said that if they got everything right the maximum they could save was 1%. I assume you are anticipating a much bigger percentage saving than that.

Nick Herbert: We have identified savings of something like £180 million in relation to non-IT procurement, and a similar sum in relation to IT. We are talking about getting on for £400 million per year in savings from procuring or purchasing goods and IT better. The important thing to recognise is that most of the cost of policing lies in employing people, but the policing budget is very large. So even though it is possible to say that something like 10% or 20% does not lie in the people cost, a very substantial sum of money is being spent on goods and services. Therefore, what sounds to you like a small percentage of the overall policing budget can yield very significant savings, which can then be realised by the police forces themselves.

Q700 Steve McCabe: It is not that I think it is small, Minister. I think we are all with you in wanting to save money. I was just struck by the fact that the ACPO lead did say 1%, and my assumption is that you are anticipating much more than 1%. I was just trying to clarify if I had that right.

Nick Herbert: I have indicated around £400 million—£380 million is the figure that I have given so far for procurement of goods and services, but also I think the £400 million includes the amount of savings that we wish to realise through the ISIS programme of IT convergence, which makes sense operationally as well. We should not dismiss the savings here, not least because these were savings that were not included in Sir Denis O'Connor's report on how savings could be realised in police forces. He identified something like £1.1 billion of savings. The savings that we have identified in relation to IT and procurement are on top of those and provide the means by which forces are going to be enabled to adjust to the spending reductions that they have received.

Q701 Steve McCabe: Minister, how are we going to see how this is progressing? Is the Home Office planning to publish regular reports showing how much you have been able to bear down on costs and how the frameworks are working?

Nick Herbert: Yes, we should certainly do that, and I will be speaking about it as well, because it is a very important component of this strategy to get forces working more effectively together, but also to ensure that we are saving money in the non-wage areas that we can. It is important, of course, for staff, for police officers, because every pound that we save in these areas, we do not have to save on people.

Q702 Chair: Indeed. Is there a plan to set up a Government-owned company to be responsible for police IT?

Nick Herbert: No. There is no plan for a Government-owned company but, as I have explained, we will be announcing shortly—I said before the recess—how the functions of the NPIA will be—

Chair: Yes, but no plan to set up a Government-owned company.

Q703 Mark Reckless: On the issue of procurement, Minister, is one of the problems that the percentage of non-wage procurement cost is so low in policing and the police directly supply to themselves a large range of things that could be purchased outside; for instance, what we see in Cleveland with the force control centre?

Nick Herbert: I think that is a different matter, which is the extent to which it is possible to look at savings that extend well beyond things like procurement and well beyond the savings that have traditionally been identified in back-office functions, such as IT and payroll, into areas that are currently defined as either middle-office or front-line activity, and that includes things like control centres. We have seen that in relation to the decision that Cleveland took to outsource that function to Steria, and that is the only force where that has happened.

Equally, for instance, a significant number of forces have outsourced their custody suites very successfully; so they no longer have sworn officers engaged in those, except for custody sergeants, who remain. The majority of forces still do not outsource their custody suites. The question that I have asked is, are there greater opportunities to look at how savings can be driven beyond the traditional areas that we have looked at in the past, beyond just the back office, into these middle-office functions and even into the very broadly-defined front-line functions. None of that will affect, though, what sworn officers are doing in relation to their duties on the streets in response, on patrol or in neighbourhood policing.

Q704 Michael Ellis: Minister, the police clearly agree that there are savings. I am moving on to bureaucracy now. They clearly agree with you and the Home Office that there are savings that can be made in bureaucracy without affecting police effectiveness. We have heard that in order to reduce bureaucracy, there needs to be a change of culture in some respects to encourage especially the practitioner police officers to become less risk-averse and more reliant on their professional judgement and discretion, which I am sure you would like them to be. How can we help ensure that this change of culture is brought about?

Nick Herbert: Firstly, I think you are absolutely right to talk about the importance of a change of culture here, because reducing bureaucracy is not simply a matter of scrapping forms, although we have been willing to do that wherever it is possible. It is about addressing the growth of a risk-averse culture and, in particular, a response to things that have happened in policing, which means that a disproportionate amount of bureaucracy grows around how police officers exercise their judgment. This is demoralising for police officers. It interferes with their professional judgment. It can interfere in proper operational decisions.

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Michael Ellis: And it is expensive.

Nick Herbert: It is very expensive. The compliance costs are huge. That is why we have a Reducing Bureaucracy Board, which is chaired by the Chief Constable of West Midlands. It has been working with us in identifying the areas where we can get a more proportionate response in dealing with incidents and restore trust in police officers to exercise their professional judgment about how matters are dealt with. I believe that this is hugely empowering for police officers, because it is more motivating to work in a situation where you are being asked to exercise your judgment, and gives us the opportunity to reduce the amount of form-filling and box-ticking.

Of course, alongside that we scrapped all the central targets and the pledge and all the apparatus of central direction that goes with it. The Home Secretary announced a series of measures recently that would save 2.5 million hours of officer time per year, but we need to make further progress in making sure that we are adopting a proportionate approach to how the police are exercising their functions and a risk-based approach that does not mean a one-size-fits-all, box-ticking, form-filling culture in which police officers are covering their backs unnecessarily.

Q705 Michael Ellis: A return to common sense?

Nick Herbert: I think you could characterise it as a return to commonsense policing.

Chair: That sounds like a wonderful catchphrase.

Q706 Mr Winnick: Common sense sometimes implies, Minister, that it is all form-filling, which you have just touched on, and a lot of paperwork. But it is interesting that the person who was in charge of looking at reducing bureaucracy, Jan Berry, said, "I fear too many still view bureaucracy as a paperwork problem; civil servants and Government Ministers and, for that matter, police officers must move on to address the causes and not the symptoms". So, the view that this is all red tape, futile, excessive paperwork does not seem to be so in practice.

Nick Herbert: I agree with what Jan Berry said. I often meet Jan Berry and discuss these issues and I value her advice. She produces some very useful reports in this area. But it is quite right; it is not, as I said, just about scrapping forms. We will do that wherever we can. It is about looking behind at the inefficient processes or the drivers of these forms. Yesterday I attended an event at Sussex Police that was focused on how they can do things better and reduce bureaucracy and, if I may, I would like to read very briefly what a police officer told me—he subsequently e-mailed it for clarity—about one of the causes of bureaucracy and what he has to do.

He works in the Brighton Response Investigation Team, which investigates and processes volume crime. He says, "In the best case scenario, a simple shoplifting where the suspect has been charged and remanded for court, the file that he has to prepare will include a minimum of three statements, one charging decision, police or CPS, one report to the prosecutor, one remand application, one Police National Computer print, one exhibit photograph and four heading sheets. All this needs photocopying three

times, packaging for the court and transporting there." He pointed out that it was sworn officers who were having to do this.

This is a nonsense, but we do have a plan to deal with it, because we are pursuing a policy of piloting integrated police and prosecution teams to drive out cost, and I have said that I want to see the criminal justice system moving to being digitally based by the summer of next year so that we do not have this transfer of paper between the police and the CPS and the court.

So there are more systemic issues. I agree with Jan Berry and with you, Mr Winnick. There are more systemic issues that we have to address that are the causes of bureaucracy and time-wasting and that, to me, was a good example that underlies the truth that it is not just about the total number of officers; it is about what they are doing and if they are doing time-wasting things like this, then we can save money and resource and redeploy in a sensible manner by dealing with this kind of problem.

Q707 Mr Winnick: It may well be, Minister—although it is up to the Chair and my colleagues—that if we cannot have the distinguished Lord Wasserman, we should have that police constable giving evidence to us. It might make more sense than what the noble Lord tells us.

Nick Herbert: What Sussex Police did yesterday, and I welcome, was to set up an online forum. Officers can join the forum and give examples of the kinds of wastes like this that they are encountering, which will then enable us to drive better solutions.

Chair: Let us move from Sussex to Cardiff. Mr Michael.

Q708 Alun Michael: Perhaps we can make the transition easier by looking at that example you just mentioned, because it sounds to me as if some of the problems are not necessarily inherent within the policing system but may be more to do with the requirements of the courts and the justice system. How do you manage that interface? I believe you have a responsibility to both Departments and the relationship between the two systems has always been a problem. Did you mean that you have the ambition that officers should be able to transfer all the relevant information in relation to a specific case between the police system and the court system?

Nick Herbert: From the police to the CPS and through the courts, yes. It is extraordinary to the public that this information is not sent in a digital manner and we intend that it should be by secure e-mail or held in secure storage and accessible. We are envisaging that lawyers will be able to give evidence and work in the court by using their laptops or even their iPads.

When I spoke last week to a modernising justice through technology conference, it was put to me that this may, for example, result in cracked trials if the information crashes. The point I made is that we have a criminal justice system where routinely cases are crashing because paper doesn't arrive and people don't arrive. We have time-wasting activity. Officers

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are kept hanging around courts, and we can use technology more sensibly to deal with that. This is one way.

Another will be the live links programme that we are now piloting, whereby police officers will be able to give evidence to court in their police station. That means that they do not have to hang around in court all day. They can do their other duties and then be in the police station for the time that they need to give evidence. These are very cost-effective solutions that will save a lot of time.

Q709 Alun Michael: Is this a video-link or something like that?

Nick Herbert: It is a video-link. It is very cost-effective and simple and the pilots are already encouraging us that there are real gains to be made here. This is about making better use of technology, but also thinking through what the systemic obstacles are to effective performance.

Q710 Alun Michael: One of the issues is the fact that anything you do within the policing system has to fit with the requirements of courts as well as the requirements of local crime reduction and so on. I wonder, in the light of that background, what consideration you have given to the outsourcing of functions. Have you come to a view about which elements of policing functions would be better done if they were outsourced and where it is important for them to be retained as part of an integrated system?

Nick Herbert: Yes. We touched on this earlier. My view is that there has been an approach in the past that has taken us so far in relation to functions that could be outsourced or delivered more cost-effectively by somebody else, and those are largely related to the back office. So it has been things like IT and payroll, but some forces have already taken this into areas, as I mentioned, such as custody suites and by one force in relation to things like control rooms. There should not be an ideological barrier to engaging with the private sector in the delivery of these functions. I think the test should be, will this make police forces more operationally effective? Will it deliver better value for money for the public? These decisions will be taken by chief constables and their police authorities at the local level. In the end, they will be local decisions about how resources are allocated, but it is something that we want to encourage a proper look at.

Q711 Alun Michael: You will, in doing that, consider where any fragility might cause problems when it moves from direct policing issues to court-based issues?

Nick Herbert: I certainly want to look at the links between the police and the CPS and the courts and try to make a reality of something that is called “the criminal justice system” but is not. It is frankly not

an integrated system at all. It operates in silos, it is accountable in silos, and there is a great deal of waste within it. We are going to be saying more about all of this in due course; so I am very keen that we drive, in parallel with this, a programme of criminal justice efficiency that will be particularly beneficial, I think, to the victims of crime, but also to the police because I think they have to put up with a lot of this inefficiency in the system. There are steps we are already taking. I have described some of them. Another is the return of charging decisions to the police, which is, again, something where we can sensibly return discretion to the police, speed up processes and save money. We are moving now towards 70% of charging decisions being exercised by the police where they were previously having to be taken with the agreement of the CPS.

Q712 Alun Michael: Just one other question, which is in relation to the decision in recent months over front-line policing. I am not sure it has always been that helpful, given that some things that are clearly back-office are also clearly crucial for catching offenders and reducing crime. Do you think we should shift to something that is more based on outcomes and the impact on the community rather than implying that anything that is not front-line is not important?

Nick Herbert: I think that politicians are always going to want to describe their ambition to protect what they will call “front-line services” and, in relation to policing, that is the crime-fighting face of the force. We all share the ambition to keep police officers out on the streets and available for the public. Clarity about what constituted the front line was helpful to this extent. It revealed that a third of the human resources in police forces were not on the front line and that some 25,000 officers are in the back and middle office.

I am not saying that back and middle office functions are not important, but it must obviously be the priority of chief constables and authorities to drive out costs in those non-crime-fighting functions and make sure that those support functions are as lean as possible. If we are seeing a reduction in police officers in some forces, the hard question that should be asked of those forces is, are the numbers coming out of the back and middle-office functions that police officers may not need to do? It does strike us as being a very large number of police officers still in these functions and a significant variation between forces as well.

Chair: Minister, thank you very much for giving evidence. As always, you have been extremely helpful to the Committee. If you could write to us on those points, we would be most grateful. I hope you understand that the purpose of our report is to make recommendations to strengthen what the Government are proposing to do, not just to criticise for the sake of it. Thank you very much for coming. Thank you, Mr Webb. That concludes the session.

Tuesday 12 July 2011

Members present:

Keith Vaz (Chair)

Nicola Blackwood
Mr James Clappison
Michael Ellis
Lorraine Fullbrook
Dr Julian Huppert

Steve McCabe
Alun Michael
Bridget Phillipson
Mark Reckless
Mr David Winnick

Examination of Witnesses

Witnesses: **Sara Thornton**, Chief Constable of Thames Valley Police, Police Best Practice, and **Lord Blair**, Former Metropolitan Police Commissioner, gave evidence.

Q713 Chair: Chief Constable, Lord Blair, thank you for coming. May I open this session of the inquiry that the Committee is conducting into the new landscape of policing and welcome you, Chief Constable and Lord Blair, to this session? We are looking at the Government's proposals as far as the new landscape is concerned and we have called you, Chief Constable, today because of the good practice of Thames Valley Police. In fact, I met the Prime Minister, one of your local MPs, last Thursday and I told him that you were coming to give evidence and he responded by saying, and this is a direct quote, "I love Sara Thornton". Why does your local MP feel such affection towards the Thames Valley Police?

Mr Winnick: Is that another scandal?

Sara Thornton: I think the reason why the Prime Minister would have made those comments is because I brief him, along with all the MPs in the Thames Valley, about what we are doing. In particular, the biggest challenge for all chiefs at the moment is to think over the next three or four years about how we will deliver levels of service and protection to the public that we serve with about 20% less resources. I am quite clear that that is the most strategic challenge that I have as Chief Constable. Because it is so significant, we have spent an awful lot of time thinking about how we might do that. The gap over the four years for Thames Valley is about £53 million. As you will have heard from other colleagues, we are about midway between some of the forces that have massive gaps and some forces that have smaller gaps. We have been working on a productivity strategy for several years and are very clear about managing that in the best possible way.

I think what the Prime Minister is referring to is some of the changes that we have made to the way we organise ourselves. Because my absolute desire over those four years is to make sure—in terms of visible policing—that we do not cut the number of officers who do response patrol and neighbourhood policing, and on our current plans we are not going to cut them. We have done an awful lot to avoid cutting those numbers.

Q714 Chair: We will come on to that in a second because one of your other local MPs is Nicola Blackwood and she will have some questions for you on that. But as far as the new landscape is concerned, the Committee is a little concerned that there perhaps

is not the kind of detail that one would have expected by now as far as the National Crime Agency is concerned. The Government has obviously made an ambitious plan to change the landscape of policing, but we are not absolutely clear how the NCA will relate to local police forces, for example.

Sara Thornton: I think it is very much early stages. As you know, the plan was published by the Home Office last month and the post of head of the NCA was advertised last month. It seems to me that it is a key appointment to get somebody in place as soon as possible.

In terms of the relationship between the NCA and forces, as I understand it the Home Office envisage quite a different relationship. SOCA have worked well on individual operations but very much as partners, and the proposals at the moment are that the NCA will have much more of a tasking responsibility with local forces. I don't think that is necessarily anything to be concerned about. It strikes me that in counterterrorism we have very developed co-ordination approaches that work well, and I think we need to develop those sort of co-ordination approaches so that we can really tackle organised crime in the way that it needs to be tackled.

Q715 Chair: Lord Blair, as far as the new landscape is concerned, do you think that counterterrorism should be part of the NCA or is this something that should remain with the Met?

Lord Blair: Well, Chair, I do not wish to be evasive in front of the Committee but I think that is very much a matter that past Commissioners should not really comment on. I have a view that the Met leading worked very well while I was there, but I think it is a matter for the current post holders.

Q716 Chair: In terms of the other parts of the new landscape, are you satisfied with what is going to go into the National Crime Agency? Are you allowed to have a view on what other organisations should go in there, or are you permanently in purdah?

Lord Blair: No, I am not in purdah, otherwise I would not be here. It would be rather boring for us all, wouldn't it, really? But as far as I am concerned, the NCA is an open question because it is the same problem that Government has tried to address so far three times. After the 1962 Royal Commission there was no central organisation. By the 1970s and 1980s

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there were regional crime squads, then the National Crime Squad, then the Serious and Organised Crime Agency, now a National Crime Agency. The problem is that you have three things that those agencies are supposed to do, regional, national and international, and each one has only done one or one and a half of those. Somewhere there is a gap, and that is a very difficult gap to fill.

Q717 Nicola Blackwood: In a recent letter that you sent to me, as well as to the Prime Minister, you mentioned that the new structure of Thames Valley Police was helping you focus better on local policing. This was in particular the removal of the basic command units. Could you tell us how that was working in practice?

Sara Thornton: When we looked at the structure and the need to take out a lot of money, one of the very obvious things to do was to look at the management layers that we had. We set up a review but I was pretty convinced early on that the way to save significant money was to take out that BCU level. What we have now in the Thames Valley is 15 local police areas that are coterminous with the Community Safety Partnership, so either at district council level or unitary council level, and they report directly to the Assistant Chief Constables at headquarters. That has enabled us to take away the management layer there was at the BCUs in terms of senior officers, but in terms of the sorts of functions they did, whether that was human resources, finance, intelligence, operational planning, we have brought those all into shared services, which is again a much cheaper way to do things. By changing the organisation, we have saved money.

But I would also argue it is not just about saving money. What we are able to do is intensely focus on local policing, which is what most of the public are concerned about most of the time. Now, I will always argue that organised crime and terrorism are key challenges, but most of the public are really focused on local policing. We have those 15 local police areas working directly to headquarters and I think that is a lot better. We actually implemented at the beginning of April and I have been seeking feedback from colleagues—and some good feedback in terms of fewer meetings, less process and a sense of being freed up. But also, from my perspective, it is much better because our daily management meeting, which we have at 9.00am every morning, is done by phone conference, and if people have something happen—a big incident or a serious crime—then they call in. We have a telephone conference every morning so at headquarters we have a real grip on the critical incidents that are happening over the force area.

Q718 Nicola Blackwood: But that is a particular focus, as I understand it, within Thames Valley Police, which has been a reduction of bureaucracy within the police force, just not imposed from outside but also from within. As I understand it, you are working on a reduction of guidelines for ACPO as well. Could you tell the Committee a little bit about that as well?

Sara Thornton: About a year ago ACPO decided that there really was too great an accumulation of national

practice, guidance, doctrine, whatever you wanted to call it. In January I was appointed as the Vice President of ACPO and the President, Sir Hugh Orde, asked me to lead the task of trying to reduce the amount of guidance. It is no secret that we have over 600 items of national guidance, and I have some colleagues from the Home Office, the Independent Police Complaints Committee, the Association of Police Authorities and the Inspectorate who are sitting with me on a steering group, with a plan—in simple terms—to reorder, rationalise and consolidate that doctrine over the course of the year.

There will be two sorts of doctrine in future. There will be core doctrine, which includes those kind of cross-cutting issues, so what is our practice on intelligence, on investigation, on information management? Let's just talk about that once and let's not repeat the same information in 10, 20 or 30 different documents. Then we will have very specific practice for things like dealing with public order, dealing with terrorism. What I keep saying to my colleagues is that the landscape has changed. The bar for national practice is going to be so much higher in the future. It is not that this is a good idea, let's tell everybody about it; it is very much about whether we have to have national practice. Do we all have to be consistent and interoperable in these areas? There is a much higher bar.

Chair: That is very helpful.

Q719 Steve McCabe: Good morning, Chief Constable. The Home Secretary is obviously quite impressed with the work that you are doing as well and she said that you were on target to produce your core practice document by the end of this year and reduce the various guidance documents by March of next year. Is that timetable one you are likely to be able to achieve?

Sara Thornton: That is my timetable. One of the advantages of having Home Office representation on my steering group is that they report back to the Home Office. I did say—I think in the first meeting—that my idea was to have about 100 items maximum at the end, and that got converted into the Home Secretary announcing that. I have a target by default there, but there is a huge amount of work to be done.

Q720 Steve McCabe: Can I just ask what the difference is between essential guidance and non-essential guidance?

Sara Thornton: We have set some criteria for areas of high risk, so we ask whether we really need this in terms of cross-force border collaboration. Is it an area where our reputation demands that we get it right? There is a set list of criteria. If you look at the areas we have identified it is the areas you would probably anticipate a high risk. For example, an area where I do not want to have national practice—and I am desperately trying to hold the line—is neighbourhood policing. My view is that the chief officers do not need to authorise approved practice nationally for neighbourhood policing because that needs to be left locally. But for something like firearms or public order or terrorism, I think it makes a whole lot of sense to have national authorised practice.

Q721 Mr Winnick: The number of people in the room shows the amount of interest in the work that you are undertaking, Chief Constable. A review of policing was carried out at the request of the present Home Secretary and one of the recommendations is that there should be a professional body for policing. Do you go along with that?

Sara Thornton: I think Peter Neyroud's central recommendation about a professional body is definitely the right way to go. I cannot think of a reason to disagree with it. In ACPO's response to that report, we have been very careful to say that while we think that it is very important that we work together, we think that the new professional body should be intensely democratic—that is the phrase we use. It needs to include the whole of the service, all ranks, police staff and police officers.

Where we have a slight concern is that the assumption is that somehow the Chief Constables' Council could be part of such a democratic body. I am not sure it could be because there are some decisions on which 44 chiefs who have legal direction and control responsibilities come together to agree common ways. A couple of examples would be the command protocols we have for dealing with terrorism incidents or, indeed, the way we have all agreed to deal with the threat from marauding gunmen. I would contend that that sort of decision could not be taken by a professional body. It has to be a decision made by 44 Chief Constables, with the legal responsibility they have, agreeing to do the same thing in the national interest.

Q722 Mr Winnick: The view that this could be a sort of revamped ACPO, what do you say to that?

Sara Thornton: The body?

Mr Winnick: Yes.

Sara Thornton: I think the phrase "revamped ACPO" is a very bad phrase to use if you want this professional body to be supported by the whole of the organisation. I said at the ACPO conference last week that I thought the phrase that ACPO would be the head and the heart of the new professional body was probably ill-advised. In my view, the heart of policing is the people who go and work 24/7 in all weathers doing difficult jobs, and not chief officers necessarily.

Chair: Indeed.

Q723 Dr Huppert: You will be aware that I and others on this Committee have been quite critical of ACPO in the past as a limited company that is not subject to Freedom of Information and sets a lot of policy without being democratically accountable. I am glad to hear that there is some understanding of that. But you still talk about there being a Chief Constables' Council and while I can see absolutely why you need a way to talk to each other, how will we ensure that that does not just become another policy-making body that is taking powers to itself that really should be set elsewhere in a much more public way?

Sara Thornton: I will just say a couple of things. ACPO is a company limited by guarantee. We do now subject ourselves to Freedom of Information and, as you know, Sir Hugh has been on record saying we need to move beyond that. We are not the only

organisation; the Chief Fire Officers are also in the same situation, as is the Association of Police Authorities. It was a device to sort out a very practical issue about renting premises and employing staff. I understand concerns and I think that the professional body would be much more transparent. The phrase "intensely democratic" springs to mind. It would include everybody. There would be a proper board of governors and proper governance. In terms of developing guidance and practice, which I would see the professional body dealing with, then I think it would be very different. But I go back to my answer to Mr Winnick, which was that in the national interest there are some things on which 44 Chief Constables can come together and agree very practical, sensible approaches, and I do not think that could be part of a professional body. We are all then individually accountable to the law for decisions that we make.

Q724 Michael Ellis: I just want to ask you, Chief Constable, about IT now and particularly the Home Secretary's announcement that a company will be created to be responsible for police IT in local forces going forward. What impact do you think that will have on local forces? Government has not had a particularly good record over the last decade or more with IT. What impact do you think this new idea of the Home Secretary's will have?

Sara Thornton: As I understand it, about £1.2 billion a year is spent across all forces on IT so it is a considerable amount of spend. A lot of people think it probably could have been spent more wisely. It is very early days, but the suggestion is that a company should be set up. It is hazy what it would look like, but my understanding is that if the company is set up correctly, it would be able to go to market in a very different way than is currently the case. It would be able to rapidly find out what forces' user requirements were and then go with that requirement to the market. If it was set up as a company, it could then be exempt from EU rules about procurement, which could make the whole process much speedier because it would be acting like a commercial company. I think that is the proposal. It has the potential to make a huge difference because our frustrations are often very lengthy procurement processes to get something that, when we get it, was not really what we wanted. I do think there is some potential in this idea.

Q725 Chair: Are you concerned that Lord Wasserman is going to be put in charge of the shadow company? Having served for so long within the Home Office dealing with IT, he has now been asked by the Home Secretary to chair the shadow board. Is that a concern to you?

Sara Thornton: I don't particularly want to be drawn on criticising an appointment like that, but I think what I do know of Lord Wasserman—and I vaguely remember from years ago—he did have a huge amount of experience within the Home Office in the IT world and has been over in the United States and working in the private sector and has come back. Clearly, the Home Secretary thinks he has the right background for the post.

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Q726 Chair: But is this going to be a company that is going to be partly owned by the Government? Because the Home Secretary indicated that the Home Office might buy shares in this company.

Sara Thornton: My understanding, as I say, and I heard Lord Wasserman speak about this yesterday, the idea—

Q727 Chair: But where did you hear him speak? Because he will not speak to us.

Sara Thornton: I saw him speak in another location in London. It seems to me that the ideas are developing. What he was talking about was police forces having a share in this company and he was talking about the potential for the private sector to have a share in this company. The lawyers in the room got interested in that idea. I have not heard that the Home Office were going to have a share in this company because my understanding from what he said was that he thinks that this has the best chance of working because the Home Office will not be involved. That was one of the arguments he made.

Q728 Michael Ellis: I think it is fair to point out that Lord Wasserman is a special adviser and there is a convention that they do not give evidence to Select Committees, isn't there?

Chair: Unless they are called Alastair Campbell.

Q729 Lorraine Fullbrook: Chief Constable, can I ask is your police authority in the Thames Valley one of the authorities that Lord Blair's company, BlueLight Global Solutions, is bidding for to become a transformation partner?

Sara Thornton: No.

Q730 Chair: That brings us on to Lord Blair. Thank you. We did not want you to feel that you had come and we did not have any questions for you. Mr Michael has some questions, or do you want to respond to Lorraine Fullbrook?

Lord Blair: I think it would just be very helpful if I was able just to draw the attention of the Committee to the declaration of interests that I put in front of you, that I am chair of a company involved in that tender exercise and that bid.

Chair: I think Mr Michael will declare his interest.

Q731 Alun Michael: I was going to say we did not do declarations at the beginning. My son is the Chief Executive of the North Wales Police Authority. The term that is being used is transformational partner, which I think is the way that you have described what BlueLight Global Solutions offers. As a term of jargon describing the relationship it is fine but what does it actually mean in practice? What will it look like from the point of view of police officers, the general public?

Lord Blair: Well, let me just give you the way that I see it, which is that if you are faced, as the Chief Constable has said, with 20%—and sometimes greater—cuts over the foreseeable future, there are only two ways forward: either you reduce the service standard, because 20% is far too much to salami slice, as it is put; or you transform the organisation. The

way we see it, and we have been doing a lot of thinking about this for a number of years and months, is that when the Home Secretary came into office she asked the wrong question of Her Majesty's Inspectorate of Constabulary. She asked how do you define back office, middle office and frontline? The right question is this one: what policing functions are so critical to the relationship between the citizen and the state or so sensitive or so concerned with risk that they must be under the direct employment of the Chief Constable? As soon as you ask that question you remove all the issues about officer numbers and you start to say how policing could be best delivered.

Q732 Alun Michael: Just to go back on those words again, you are defining, therefore, the relationship between the police and the public and their responsibilities as being the defining line between what needs to be in-house and what does not?

Lord Blair: Everything has to be publicly accountable. I am sorry to use a term that is getting rather confusing, but this turns the Chief Constable into a commissioner of policing services, some of which are direct—i.e. they are warranted officers working direct to him or her—and some of which are supplied by the private sector.

Q733 Alun Michael: Sure, but can you help us in understanding your view of where that line is drawn?

Lord Blair: Well, the line is actually what I have just said. You talk about those issues that are so crucial and critical to the relationship between the citizen and the state, and I think the Chief Constable has talked about neighbourhood policing and response policing. Those are exactly those sorts of things. Or they are so sensitive, and that is counterterrorism and organised crime, or they concern risk, and that is things like firearms. Those have to be directly employed, but we believe that the average force in the UK will spend £600 million in the next 10 years on activities that are routine and do not require police powers to do, and the private sector can do those things. It can do them better, it can do them more cheaply, as long as you get rid of the shibboleth that officer numbers is what matters. What matters is the visibility of the officers who are directly connected to the public.

Q734 Alun Michael: I understand that and I also understand the distinction between the Home Secretary's question and the one that you are saying is the right question to ask. Isn't it the case, though, that a lot of the relationship and issues of confidence between police and the community depend on routine contact and not just on contact that is to do with specific investigations or activities? How do you deal with that?

Lord Blair: No, if we are talking about patrol then I do believe that that is a matter that is entirely appropriate in the purely public sphere. But already we have control rooms that are not police officers. What the private sector can bring to that is the kind of technology that will track calls, track callers, track community concerns, deliver a better service than the police can do for less money than the police can do.

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If we take custody, for instance, a lot of custody provision already is provided by private security.

Q735 Alun Michael: Would you agree as well that a lot of the task of crime prevention and crime reduction depends on a close partnership between the police and other organisations, the local authority in particular but a whole range of other organisations as well? If you have a slimmed-down direct police service, how does that fit with widening and improving the standards of those partnerships?

Lord Blair: Those partnerships exist as they exist at the moment largely with senior and middle-ranking officers, although obviously there are the very local partnerships with a police sergeant and so on. I do not think that alters that at all. All of this is saying why doesn't the police service do what an ordinary company would do, which is to reduce its overheads and do things more cheaply? Because once you are rid of the idea that the crucial matter is officer numbers—as opposed to officer numbers in contact with the public, which is a much, much more interesting idea—then suddenly the policing landscape changes. If we want to deliver a better service for less money, then this is the right way forward.

Q736 Alun Michael: Just one further point, you said there are police officers in contact with the public. But one of the difficulties that came out of looking at the Home Secretary's question is that some police officers are doing crucial work but are not in contact with the public. It may be a lot of the things like internet-related crime and so on and so forth. Is contact with the public the crucial line?

Lord Blair: The people who are doing the internet investigation are skilled investigators who will undoubtedly be public employees. If one just goes back to something like the dreadful murder of Joanna Yeates in Avon and Somerset, that stopped that police force almost dead in its tracks. You had police officers at high rates of pay crawling through woods. Question: why would you do that?

Q737 Lorraine Fullbrook: Can I ask, Lord Blair, how much do you charge police authorities for your services?

Lord Blair: At the moment, Ms Fullbrook, we are in a consultancy that is bidding in a proper tender and everything about that would be commercial. I am not going to answer that because it is commercial and in confidence. It is just a straight forward matter that we are part of a consortium that is bidding for a tender and will bid for other tenders.

Q738 Lorraine Fullbrook: Do you offer different packages to police authorities?

Lord Blair: Well, this is just a straightforward exercise in which people with a policing background are providing domain expertise to the private sector, who are bidding for a tender that has been publicly let.

Q739 Lorraine Fullbrook: I am concerned because this is actually taxpayers' money that will be paying your company. Your expertise will be taken on by

police authorities who seem not to have your expertise. I just wondered how much the taxpayer is going to be paying for your services.

Lord Blair: If as a result of the tender we were to be successful, and the taxpayer saved millions and millions of pounds, then that is a reasonable commercial proposition.

Q740 Chair: Thank you, Lord Blair. Since you are here, and although I did not give you notice of the fact that I was going to ask you these questions, as you know the Committee is conducting an inquiry into phone hacking. You were the Commissioner at the time that the first inquiry was commissioned. Is it correct that you actually were hacked, that your phone was hacked?

Lord Blair: Not as far as I am aware. What I am aware of is that my mobile and home telephone number were within the files that have been examined. I have no evidence and nor as I am aware does Operation Weeting have any evidence to suggest that those phones were hacked.

Q741 Chair: You have asked whether you were hacked?

Lord Blair: I have absolutely asked.

Q742 Chair: You have had an answer?

Lord Blair: I have had an answer.

Q743 Chair: On the question of the first inquiry, we will be hearing from Mr Hayman and Mr Clarke and Assistant Commissioner Yates. You commissioned that inquiry and you appointed Mr Hayman originally to head that inquiry?

Lord Blair: I think it would be a slight misapprehension to think that I commissioned it. I was the Commissioner. This word is being used quite a lot. I do not think I can help the Committee very much. I can remember being told of an inquiry in 2006 that concerned members of the Royal Family and concerned an offence that to our knowledge had not previously been seen, which we now refer to as hacking of voicemails, and because I had to deal with the Royal household I needed to know that that had happened.

Chair: Of course.

Lord Blair: I was told that some people had been charged and I remember the conviction, but it was not a major issue at the time and never during my period of office, which ended in 2008, did it become a major issue.

Q744 Chair: But at the end of the inquiry—because the inquiry came to an end, and two people were prosecuted and sent to jail—did somebody come to you, one of your senior officers, and say, "We are done. That is the end of it. Everything is concluded"?

Lord Blair: I do not want to sound too dismissive of this, but this was a tiny, fragmentary event in the events that were taking place across London at that time. This was in the aftermath of 2005; this was in the aftermath of Operation Overt. The reason that it was given to Mr Hayman was because in one of the reorganisations I had been responsible for we kept

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royalty protection with the counterterrorism command because we wanted to keep the firearms, the armed people, together.

Q745 Chair: Yes, but as far as you are concerned, you had no concerns over that first inquiry? You did not inquire into how it was conducted; you just accepted it as one of the items on your radar?

Lord Blair: Yes, absolutely.

Q746 Chair: No one said to you that it should have been conducted in a different way?

Lord Blair: No.

Q747 Mr Winnick: Lord Blair, I accept entirely that you are not here to go into all aspects of phone hacking, but you accept that as the head of the Metropolitan Police at the time you did have some responsibility?

Lord Blair: It goes with the territory that I have accountability. As the Commissioner you have a—

Chair: Sorry, could you speak up a bit?

Lord Blair: Yes. As Commissioner, you have full accountability. What you cannot be is responsible for every single item of criminal investigation in the Metropolitan Police. This was not seen at the time as a particularly significant inquiry.

Q748 Mr Winnick: Well, that is the unfortunate part. If it had been, perhaps it would not by any means have escalated to the present scandalous situation. We have evidence, certainly from one of my parliamentary colleagues, Chris Bryant, that he was in touch with the Metropolitan Police as far back as 2004. Then it escalated further, as the Chair has just said, leading to prison sentences. What surprises me, Lord Blair, is that the attitude that you are now taking is, if not a dismissive attitude, that it was just one of those minor events of many, many events, as you yourself have said, and at the time when you were the head of the Metropolitan Police there was no need for you to worry about—

Chair: Thank you, Mr Winnick.

Lord Blair: I can only answer the situation as we then saw it. If one looks at the commentary in the newspapers or on Radio 4 this morning, as you go through the timeline it is obvious that it was not at that stage seen by the top of the office as being terribly significant.

Q749 Mr Winnick: By you?

Lord Blair: By me. I have been responsible for a vast number of things, but I did not know and I would not have expected to know details about that inquiry.

Chair: Thank you. Could I say to colleagues we have other witnesses, quite a lot of other witnesses, on this so if we could confine ourselves to one question each.

Q750 Michael Ellis: Can I just follow on from Mr Winnick's comments? Lord Blair, you are clearly seeking to distance yourself from the matter, but is it not right that as Commissioner of the Police of the Metropolis you had liaison with the Royal household and it was your responsibility to liaise with the Royal Family? Therefore, this was not a routine matter, not

just one of thousands of cases being dealt with by the Metropolitan Police at this time. This involved members of the Royal Family and, therefore, was something specifically for your attention, wasn't it?

Lord Blair: Yes, it was and as far as I was concerned it was dealt with and it was dealt with, on the advice I was given, effectively. We had arrests, we had charges, and that was the end of the matter. All of us, if we knew there were boxes and boxes and boxes of evidence, as we now know, might have taken some different decisions, but this was quite straightforward.

Q751 Steve McCabe: I just wondered whether it is normal for an Assistant Commissioner of specialist operations to investigate what is a relatively minor matter in the chronology of events.

Lord Blair: It would not have been investigated by an Assistant Commissioner. The Assistant Commissioner is just a person on my management board in whose territory, under whose operational command, this is happening. I would not have expected, to be honest, the Assistant Commissioner to know very much about it either.

Chair: Lorraine, quick answers, quick questions.

Q752 Lorraine Fullbrook: Lord Blair, during your time as Commissioner how many of your police officers took money for information from news outlets?

Lord Blair: I would be delighted if I could answer that. I do not know.

Q753 Lorraine Fullbrook: You do not know?

Lord Blair: I do not know. What I am interested in is the indication that has come out again in the press that it was less than five. I am no longer in that position. I think it would be fair to say, Ms Fullbrook—

Q754 Lorraine Fullbrook: During your time as Commissioner?

Lord Blair: In my time I do not have that information, but all I can say is I have a very long track record in combating corruption in the police service. Had I suspected or that we had any evidence that suggested that was happening then, in the phrase that is being used at the moment, no stone would have been unturned.

Q755 Lorraine Fullbrook: You do not believe any corruption was taking place while you were Commissioner of the Metropolitan Police?

Lord Blair: I didn't say that. I did not say. In fact, I suspected strongly there was corruption, which is why we have an anti-corruption command, which I led as Deputy Commissioner.

Q756 Chair: You do not know of any payments that were made, is that what you are saying?

Lord Blair: I do not know of any payments that were made.

Q757 Dr Huppert: Lord Blair, it seems that during your time as Commissioner there were officers taking illegal payments, there are allegations that senior

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officers were being blackmailed by the people they were supposed to be investigating, as well as a failure to actually look at this investigation. I am afraid there is the whole stench of corruption around this. We know that it had been said publicly by Rebekah Wade that police officers were being paid. You were in charge of this. I appreciate that the investigation itself was something that somebody else was dealing with, but do you have any reflections at all on the high levels of senior corruption that existed?

Lord Blair: Well, I have to say you are putting allegations to me that are currently under investigation and I shall await with interest what answers we find. But if we are talking about five people out of 53,000, then that is an issue that—we had a full-scale anti-corruption command dealing with corruption, which I was heavily involved in the instigation of. I was absolutely determined, as I know my successor is, to stamp out corruption.

Chair: Yes, thank you. We know he is.

Q758 Mark Reckless: Lord Blair, you said things would have been different if you had known that you had these boxes of evidence, but surely you did know that there were bags of evidence, 11,000 pages. Why didn't anyone look at it?

Lord Blair: I am sorry, Mr Reckless, if you are asking what the role of the Commissioner is, then the Commissioner would not know that there were 11,000 pages of evidence in a particular inquiry. That is not how the job is. You would not be able to do the job on that basis.

Q759 Mark Reckless: But can you tell us if any of your officers reviewed these 11,000 pages at the time?

Lord Blair: I cannot, which is why you are going to interview the people who can.

Chair: Thank you for reminding me. Nicola Blackwood, final question, please.

Lord Blair: From my constituency MP.

Q760 Nicola Blackwood: Yes, your constituency MP. Can I ask you, Lord Blair, were you aware of the Information Commissioner's report, *What Price Privacy?*, that came out on 10 May 2006?

Lord Blair: I am not sure I was.

Q761 Nicola Blackwood: It said in its executive summary that investigations by the ICO and the police uncovered evidence of a widespread and organised undercover market in confidential personal information and, in particular, said that among the buyers were many journalists looking for a story and stated that in one major case investigated by the ICO the evidence included records of information supplied

to 305 named journalists working for a range of newspapers. In the context of that, I just wonder why evidence that there was phone hacking going on at a News International newspaper was not considered more of a priority investigation.

Lord Blair: I hear exactly what is being said but we are now dealing with the perfect glare of hindsight. All I am going to say is, as I said before and I am sure others will repeat, you have to see this in the context of how you do a pretty extraordinary job in very demanding circumstances.

Chair: Sorry, no, Ms Blackwood, we have to go on to the next witness.

Q762 Mr Clappison: Lord Blair, history does tell us the material facts did take place when you were the Commissioner. We hear what you say about hindsight and what was known at the time and no doubt we will take some detailed evidence as to what those working under you did know at the time. Looking back on it, now that we are beginning to see the whole range of the extent of the hacking that was taking place among not just celebrities and politicians but members of the public and victims of crime as well, do you feel any responsibility for what has emerged or not?

Lord Blair: I feel, as I have said, as the Commissioner you are accountable for what the Metropolitan Police does and does not do, so of course I am fully accountable. Were mistakes made? Apparently they were and I am accountable for that. Could I have possibly known? No, I do not think I could because that is not—you have to understand, even when we are concentrating on things like preventing planes blowing up over the Atlantic, this is a very large organisation in which the tasks are divided up into different levels.

Q763 Mr Clappison: What do you think the mistakes were? You just said mistakes were made. What do you think they were?

Chair: Could we have them as briefly as possible?

Lord Blair: I agree. All I can say is that if material was available at the time that showed what is now being described as industrial level hacking, then it would have been appropriate to have gone further than to just deal with two people.

Q764 Chair: What you are telling this Committee is you did not know?

Lord Blair: I did not know and I would not necessarily expect it to be known too far up the organisation.

Chair: I see. Thank you very much. Chief Constable, Lord Blair, thank you very much for coming to give evidence today. We are most grateful.

Written evidence

Written evidence submitted by The Police Foundation

The Police Foundation is the only independent charity focussed entirely on developing people's knowledge and understanding of policing and challenging the police service and the government to improve policing for the benefit of the public. Founded in 1979 by the late Lord Harris of Greenwich, The Police Foundation has been highly successful in influencing policing policy and practice, through research, policy analysis, training and consultancy. Our response addresses the following questions:

- *What progress has the Government made so far, and what further steps should it take, in driving the removal of unnecessary bureaucracy in the police service?*
- *What progress has the Government made so far, and what further steps should it take, in driving greater collaboration between forces and other partners, from both the private and the public sectors?*
- *Which bodies should take on the functions of the National Policing Improvement Agency when it is phased out?*
- *What should be the role of ACPO in the new landscape?*

Unnecessary Bureaucracy

The Police Foundation is encouraged to see positive reductions in the level of unnecessary bureaucracy faced by police forces. We note the Government's commitment to reducing central targets and that Her Majesty's Inspectorate of Constabulary is to review the impact of the Home Office counting rules on crime recording.

However, it is important to remember that in an advanced democracy a certain level of bureaucracy is not just inevitable but also necessary. The police service has been granted unique powers to interfere with the rights of citizens and the UK model of policing by consent depends on the public accepting the legitimacy of these powers. Under this model, people must trust the police and feel voluntarily obligated to defer to them.¹ To maintain this trust the police must exercise their powers fairly; powers must be justified, accountable, legitimate and proportionate. These elements of fairness must also be demonstrable. This requires the maintenance of an audit trail² so that the police can build a picture of the behaviour and actions³ for which they are publicly accountable. Some bureaucracy is thus an essential (if unloved) bi-product of our policing model. It is in the context of the above points that the issue of whether or not a particular piece of bureaucracy is "unnecessary" needs to be considered.

Stop and Search and Stop and Account Forms

We are concerned that the Government intends to remove the Stop and Account form, leaving the decision of whether to record the ethnicity of the person stopped to be made locally; and to reduce the Stop and Search recording process, no longer recording the suspect's name or whether any injury or damage was caused as a result of the search.

The recording of police Stops was implemented following the Macpherson Report of the Stephen Lawrence Inquiry, which found that the over-use of stop and search had been highly damaging to police relations with BME communities. Recommendation 61 of the Report proposed that a full written record should be made of each Stop. This Recommendation was made for good reason—to monitor the potentially disproportionate number of Stops of people from minority ethnic communities—and the recording requirement is now regarded as European best practice;⁴ indeed the UK has attracted praise for being the only European country that collects and publishes statistics on ethnicity and police Stops.⁵

Despite the recording requirement and the work following the Stephen Lawrence inquiry, a 2010 Equality and Human Rights Commission report⁶ found that black people are over represented in the criminal justice system and are six times more likely to be stopped and searched than white people, with Asian people around twice as likely.

Removing the compulsory recording of ethnicity in Stop and Account will make the collection of national data and the monitoring of disproportionate treatment considerably more difficult. Similarly, the reduction of the recording requirement on Stop and Search means a pattern of repeated searches or harassment will not be

¹ Sunshine, J and Tyler, T. 2003b. "The role of procedural justice and legitimacy in shaping public support for policing", *Law and Society Review* 37(3): 513–548

² Reducing Bureaucracy in Policing Berry, J (2010)

³ The Review of Policing Flanagan, R (2008)

⁴ Human Rights Watch, *Without Suspicion: Stop and Search under the Terrorism Act 2000*, 4 July 2010

⁵ Open Society (2009) *Ethnic Profiling in the European Union: pervasive, Ineffective and Discriminatory*. New York: Open Society Institute.

⁶ Stop and think: A critical review of the use of stop and search powers in England and Wales, March 2010

easy to demonstrate,⁷ nor can any misuse of force be identified. The proposed changes also remove the opportunity for the police to build a picture of their deployment of Stops. This leaves the police service open to criticism that they may have difficulty answering. If, for example, a community complains it has been disproportionately stopped, the police will no longer be able to use data to demonstrate otherwise. Similarly, if no contemporaneous record of injury caused by a search is made, an individual police officer may find it difficult to defend him/herself against later allegations.

The proposed changes seem to be at odds with the notion of increased local accountability. Police Stops are highly unpopular in minority communities and this will be one significant area of policing on which local people will no longer be able to hold their police service to account. We feel this could have a negative impact on public confidence, particularly in minority communities.⁸

We note there has been some dispute over the Government's estimated time saving of 800,000 police hours, with others estimating the figure to be more like 203,000.⁹ We make no comment on the accuracy of either set of figures, suffice to say that given the importance of the recording requirement it is crucial to balance carefully the issue of police time with the impact on public confidence its removal may entail. Recording need not require large amounts of paperwork and could easily be done on hand-held computers. West Yorkshire police, for example, use Blackberries, taking two minutes to record each Stop (on Government figures the average is given as fifteen minutes per Stop). The compilation of data also has a use beyond contributing to accountability and legitimacy—it assists the police in compiling local crime patterns, increasing policing effectiveness and efficiency by allowing resources to be focused on particular areas. Using data in this way assists the police in doing more for less at a time of budgetary restraint.

Collaboration

The Police Foundation welcomes the Government's commitment to increasing engagement between the police service and the private sector; however, there remains a considerable amount of work to be done, not least a requirement to establish what kinds of police functions can appropriately be undertaken by the private sector and what can't. We feel the government, with advice from ACPO and the Police Federation, should take responsibility for providing guidance on this.

We support inter-force collaboration from the bottom up: collaboration reduces duplication and increases the efficient allocation of resources. There have been recent signs of progress in this area (in part due to necessity following anticipated cuts to the police budget) but forces could be better encouraged through the use of Government incentives. We do not however endorse the idea of forced mergers.

With regard to collaboration between the police and other agencies, we believe a key obstacle to this is the often defensive and insular culture within the police service and its suspicion of outsiders.¹⁰ Part of this is due to the single entry point arrangement, whereby all police officers have to gain experience in core operational policing; this makes it difficult to bring in expertise from the outside, or to promote a culture of collaboration. We note that this will be considered under the second part of the Winsor Review; we also hope to see consideration given to increasing the opportunities for police officers to go on secondment and a re-evaluation of the current police pension arrangements which discourage officers from leaving to gain outside sector experience and subsequently returning to the force.

A second important factor in the issue of collaboration is the lack of clarity over the role of the police. Modern policing has expanded to cover various forms of social control—both formal and informal—with the police now undertaking work that may previously have been the responsibility of other agencies, especially health, housing and social/youth services. In the current economic climate we need a clearer idea of those tasks only the police can do; tasks they can do with other agencies; and tasks which should fall solely to other agencies, whether public or private sector. A key area of collaboration, for example, is between the police service and mental health agencies, as indicated by the Bradley Report,¹¹ whose recommendations on this we endorse.

The Police Reform and Social Responsibility Bill places both Police and Crime Commissioners and Chief Officers under a legal duty to collaborate and we hope this change will assist in encouraging greater collaboration with other forces and agencies.

Police Partnership with the Crown Prosecution Service

We support the plans for Police forces to work more closely with the Crown Prosecution Service (CPS) and Her Majesty's Court Service to reduce the size of case files and simplify the processing of cases. We note that, in keeping with this, the Government now proposes to return to the pre-2003 system of allowing the police,

⁷ Ken Hinds, for example, has been stopped 100 in 20 years. Without the requirement to record his name, this would be unprovable: <http://www.guardian.co.uk/commentisfree/2011/feb/01/police-stop-search-data-equality>

⁸ Trevor Phillips, Chair of the Equality and Human Rights Commission in evidence to The Home Affairs Select Committee Evidence 5 Macpherson—Ten Years on Twelfth Report of Session 2008–09

⁹ Such as those given by StopWatch

¹⁰ See for example Reducing Bureaucracy in Policing, Berry, J (2010)

¹¹ Department of health (April 2009) The Bradley Report: Lord Bradley's review of people with mental health problems or learning disabilities in the criminal justice system

rather than the CPS, to charge a suspect with less serious crimes (in particular summary offences and some either-way cases).

We do not object to the idea of the police taking on greater powers to charge, however it is worth remembering that the aims behind the 2003 change to CPS charging were to reduce the number of discontinuances, increase efficiency and ensure greater consistency in decisions. Under CPS charging some of these aims were achieved: discontinuance rates were reduced, the trial processes became more effective and guilty plea rates improved.¹² The scheme also increased partnership working between the police and the CPS. However, it is clear that the current charging system has a number of faults. It remains inconsistent, cumbersome, slow and overly complex.¹³

Care should be taken not to repeat the problems which arose under the pre-2003 charging system. Case building and file management is an important part of the charging process and we have heard negative reports about insufficient police training in this area resulting in CPS time spent reorganising case files or identifying gaps in police evidence. We await the results of the pilots of Integrated Prosecution Teams testing the use of a single case file and better exchange of case data across the CPS and the police.

NPIA

The NPIA performs a number of functions and it is not for us to comment on the best body to take over areas such as training and IT infrastructure. We would, however, like to comment on the evidence-based research arm of the NPIA. We believe high quality research into policing is crucial for efficient, effective and fair policing practice, informed by evidence. There is a dearth of independent research into UK policing and the Police Foundation is the only independent charity that focuses entirely on this. We believe the research work of the NPIA should continue, but it is imperative that the body which takes over this work remains independent from policing and from government to ensure its credibility with all stakeholders, including the public.

ACPO

We note the Government's plans to give ACPO the role of "professional leadership of the police service" and that the Association is to "take the lead role on setting standards and sharing best practice across the range of police activities."

ACPO is composed of chief police officers. These officers have a unique and valuable insight into operational policing and it is right that ACPO should represent their views. As such, we would welcome ACPO giving comments and advice on matters of operational policing to Government, Police and Crime Commissioners and the police service. We also support ACPO's role in setting standards and are pleased to note that ACPO will be subject to Freedom of Information Act requests.

However, we believe ACPO should take great care when advising on policing policy and note with some concern Sir Hugh Orde's comments that ACPO should play a key role in the development of national policy.¹⁴ We strongly believe that policy should for the main part be left to Government ministers who are accountable to Parliament. ACPO has been criticised on a number of occasions for lobbying on policing policy issues, particularly under the last Government, and we believe this should not continue. When ACPO comments strongly in the media on Government policy,¹⁵ or when the government announces it is working in partnership with ACPO on policy, it creates the impression that ACPO is a powerful (but unelected and unaccountable) body that is effectively making policy for and on behalf of its members. This also confuses the public as to its role.¹⁶ Where it is necessary to consult ACPO on a matter of policy, any advice should be given as far as possible in open proceedings.

ACPO currently produces "Guidance" intended to assist the police in interpreting legislation. Although this Guidance is not binding, it is often assumed it has legal force and police officers are sometimes surprised to learn it is not legislation in itself. The courts also on occasion assume the Guidance sets out recognised policing policy on matters such as DNA retention.¹⁷ We believe the interpretation of statute is the job of the courts, not a body of chief police officers. If primary legislation is too difficult for police officers to understand the problem lies in either drafting or lack of training.

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¹² Criminal Justice Joint Inspection (HMCPSI, HMIC), The joint thematic review of the new charging arrangements, November 2008 and Deputy Commissioner Tim Godwin in Hirsch, A The Guardian "Should the police decide whether to charge criminal suspects?", 19 May 2010

¹³ Criminal Justice Joint Inspection (HMCPSI, HMIC), The joint thematic review of the new charging arrangements, November 2008

¹⁴ Sir Hugh Orde speech to RUSI, 16 March 2011

¹⁵ For example, BBC Radio 4 interview in which the President of ACPO stated chief Officers would resign if directly elected Commissioners were introduced, available at <http://news.bbc.co.uk/1/hi/8369536.stm>

¹⁶ A Thinning Blue Line? Police Independence and the Rule of Law, The Police Foundation John Harris Memorial Lecture, delivered by Shami Chakrabarti, Director of Liberty, 2 July 2008

¹⁷ Regina (GC) v Commissioner of Police of the Metropolis [2010] WLR (D) 193

Written evidence submitted by G4S

Introduction

1. G4S welcomes the opportunity to respond to the Home Affairs Select Committee's inquiry into the future landscape of policing.

2. G4S is the world's leading security solutions group, which specialises in outsourcing of business processes in sectors where security and safety risks are considered a strategic threat. G4S has operations in more than 120 countries and more than 625,000 employees. For more information on G4S, visit www.g4s.com

3. G4S Care and Justice Services (UK) Ltd employs around 8,000 highly trained people delivering services across Britain. We offer a broad range of services to support front line policing including the provision of Custody Detention Officers (CDO) whose duties are to assist the Police Custody Sergeant and specialist resilience offering increased capacity and capability through a partnered staffing solution to UK police forces.

4. This inquiry is very timely and provides an important opportunity to fundamentally rethink of how policing is delivered.

5. We have replied to the specific questions raised by the Committee where G4S's experience is most relevant.

Summary

6. There are four areas that represent an opportunity to change policing in Britain: more joined up procurement arrangements, better collaboration between forces, stronger partnership working between police and private sector and a clearer definition of the frontline.

Procurement and collaboration between forces

7. G4S welcomes the Government's on-going work with Police Authorities and forces on value for money, including more effective procurement at national level and greater collaboration between forces and other partners.

8. Based on our experience working with a number of forces we know that there are considerable savings to be made. This is not only in terms of revenue costs, but also, in allowing police officers to focus their time more productively on tasks commensurate with their high skills and warranted powers.

9. Some police forces are already making considerable revenue savings on their staffing costs through outsourcing custody suite management to G4S: Lancashire Constabulary saves £2.66 million a year; and South Wales Police saves £2.36 million a year.

10. In addition, our plans to design and build purpose-built custody suites for forces, with embedded medical services and technical infrastructure would slash running costs for a police force by up to 40%—in one case this would represent a saving of over £77 million over four years.

Partnerships between police and private sector

11. It is time to set aside "us" and "them" attitudes that have stifled innovation in the police sector for far too long. In the new landscape of policing the relationship between police and private sector needs to become more meaningful. Genuine partnerships between police and private sector need to be encouraged, for example through joint ventures, shared risk approaches or outcome based contracts.

12. As a company our focus is on providing services supporting frontline delivery, improving efficiency and providing additional capacity to address surges in demand. This not only frees up police officers' time to concentrate on fighting crime but also facilitates the creation of optimal workforces.

Defining the frontline

13. G4S agrees with the Home Affairs Committee that the current confusion about what constitutes the front line in the police service is potentially confusing. We therefore welcome the HMIC's recent report *Demanding Times* which aims to provide greater clarity in this area.¹⁸ To build effective partnerships we need to understand what we mean when we talk about the "front line" and clearly articulate what middle and back-office functions are.

Response to Questions

Q1 *What progress has the Government made so far, and what further steps should it take, in driving:*
(a) *More effective procurement in the police service*

14. G4S would welcome a move away from the procurement of specific services in stand alone contracts towards closer long term partnership working between police forces and private sector.

¹⁸ HMIC, *Demanding Times: The front line and police visibility*, March 2011.

15. This would allow client forces to access a vast range of services providers can offer and capabilities without having to specify each requirement at the outset. This will benefit forces in reduced procurement costs and will allow a higher degree of agility and flexibility in the delivery of services to the public.

16. G4S supports greater devolution of budgets and decision making to professionals locally, but central Government may in some instances be required to provide greater direction, expecting certain functions to be subject to greater collaboration across forces or other arrangements in return for funding.

17. We welcome the establishment of national frameworks, but there is a danger that by basing the majority of criteria on price, the lowest cost will be successful each time and quality of service would suffer as a result. We fully understand the need to deliver services at the lowest cost but not where this compromises the safety of the public, police officers or our staff.

18. Some of these arrangements have grown in an “ad hoc” fashion and do not necessarily work to the benefit of the “end users” within the police service. In some instances they actually inhibit the delivery of fast time operational support.

19. Larger forces can obtain greater savings from outsourcing through the size of the contracts. Smaller forces can make similar savings through collaboration as a region or by collaborating on the collective purchase of specific services.

(b) The removal of unnecessary bureaucracy in the police service

20. We support the reduction of bureaucracy. Providers such as G4S can assist in this by the introduction of new technology, improved business processes and through supporting the work of frontline officers where required and appropriate.

(c) Greater collaboration between forces and other partners, from both the private and the public sectors?

21. G4S welcomes the Government’s on-going work with Police Authorities and forces on value for money, including more effective procurement at national level and greater collaboration between forces and other partners.

22. Greater collaboration between forces will reduce costs and improve levels of service to the public.¹⁹ It does not only make financial sense, there are other benefits such as increased resilience and capacity to deal with major incidents and events.

23. In addition, private sector providers with the scale and capacity of G4S can offer police forces (and collaborative groups) even greater resilience and increased flexibility to respond to surges in demand and to cope with extreme events.

24. G4S for example supplies civilian custody officers to South Wales and Lancashire police, but our staff can operate in both areas balancing resources across contracts. Providers such as G4S have the UK wide resources and capacity to provide whole contingent workforces and logistics to support both day to day policing and major crime and civil emergencies.

25. Private sector companies such as G4S have the expertise, experience and financial background to support police forces in making significant efficiency savings whilst at the same time strengthening their resilience to deal with everyday operations and large scale incidents or investigations.

26. Based on our experience working with a number of forces such as South Wales Police, Lancashire Police and Staffordshire, where we run custody suites, and twelve forces where we provide forensic medical services, we know that there are considerable savings to be made.

27. This is not only in terms of running costs, but also, and more importantly officers’ time. Our plans to design and build purpose-built compliant custody suites for forces, with embedded medical services and technical infrastructure would slash running costs for a police force in England and Wales by up to 40%—in one case this would represent a saving of around £77 million over four years.

28. There are other areas where police, criminal justice agencies and private sector are already working together. G4S has for example seconded Electronic Monitoring employees on a full time basis to Integrated Offender Management teams in Lancashire, Nottinghamshire and West Yorkshire. This approach has transformed the way in which agencies and organisations work in partnership with the private sector in the delivery of intensive offender management and monitoring of prolific offenders.

29. It is time to set aside “us” and “them” attitudes that have stifled innovation in the sector for far too long. In the new landscape of policing the relationship between police and private sector needs to become more meaningful.

¹⁹ CBI, A frontline force, p5

30. We agree with the CBI who argue that better partnership working between the police service and its partners will help reduce crime locally. Too often the debate about crime has tended to focus on the number of officers, but avoided questions about how officers are deployed.²⁰

31. Genuine partnerships between police and private sector need to be encouraged, for example through joint ventures, shared risk approaches or outcome based contracts.

32. Joint ventures could deliver greater flexibility and capacity, with policy authorities, forces and private sector organisations as shareholders. To address concerns over savings guarantees a private sector company could be paid from savings made, only being rewarded by results.

33. G4S supports outcome-based payment by results. As mentioned in our response²¹ to the Government's Green Paper *Breaking the Cycle* this provides greater incentives for both parties, and the concept is already being rolled out in other areas such as the Department for Work and Pensions' Work Programme and the Ministry of Justice's rehabilitation revolution.

34. In the past the debate about policing has resulted in success being measured more by inputs—the overall number of officers—rather than outcomes—reducing crime.²²

35. As a company our focus is on providing the back and middle office functions more efficiently and effectively, freeing up police officers' time to concentrate on fighting crime.

36. G4S agrees with the Committee that the current confusion about what constitutes the front line in the police service is unhelpful.²³ We therefore welcome the HMIC's recent report *Demanding Times* which aims to provide greater clarity in this area. Because in building effective partnerships it would be helpful to have common understandings of these terms.

37. A useful shorthand definition we use for "frontline" is any function that requires the use of warranted police powers. For these obvious reasons there are limits on the roles to be undertaken by private contractors. For example the private sector would not want to take over the role of custody sergeants, as the decision to deprive someone from their liberty is a decision that should remain firmly with the public authorities.

38. Nevertheless it would be very helpful to have a constructive debate about roles and functions that sit outside this criteria to identify what can be better done in-house, what can be outsourced and rationalised and what part the private sector can play in a more cost efficient and operationally effective manner.

39. The Home Secretary has indicated for example that middle office services include a variety of functions which provide direct support to the frontline, such as police training and criminal justice administration, and back office services are those which keep police forces running smoothly such as finance and HR.

40. In these areas private sector providers such as G4S are well placed to support police services. G4S for example already provides custody suites forensic medical services, support to investigation teams and specific training to some forces.

March 2011

Written evidence submitted Intellect

Executive Summary

Intellect appreciates the challenges posed by the current financial situation and is supportive of the Government's objective to achieve value for money throughout the police service. While there is much to applaud in the vision for policing as outlined in "*Policing in the 21st Century: Reconnecting police and the people*", we feel there are a number of areas that warrant further consideration, which we have highlighted below.

- The over-specification of requirements in the procurement process.
- The potential for publishing an accurate set of commercial data so that suppliers can understand the size and remit of individual forces.
- The need to incentivise the leadership of a project from start to finish.
- The urgent need for clarity around which services may be considered for national delivery.
- That procurement can be more cost effective at a central or local level depending on the type of products and services.
- That bureaucracy is a function of risk, scrutiny and governance, all of which are inherent in policing.
- That there does not appear to be a strategic approach to reviewing the business processes of the 43 forces.

²⁰ CBI, *A frontline force: Proposals for more effective policing*, p18, April 2010

²¹ G4S, *Response to the Government's Green Paper Breaking the Cycle*, March 2011

²² CBI, *A frontline force*, p5

²³ House of Commons Home Affairs Committee, *Police Finances Sixth Report of Session 2010–11*, February 2011.

- That collaboration is highly desirable but should not be driven only by the need for cost savings.

Introduction

Intellect is the UK trade association for the IT, telecoms and electronics industries. Its members account for over 80% of these markets and include blue-chip multinationals as well as early stage technology companies. These industries together generate around 10% of UK GDP and 15% of UK trade. Intellect provides a singular voice for these industries across all market sectors, and is a vital source of knowledge and expertise on all aspects of the technology industry.

The JESICA Group is Intellect's Justice and Emergency Services Information Communications Association. The group represents 500 individuals from around 140 member companies operating in the criminal justice and emergency services market, and tackles issues such as emergence services communications, interoperability, information sharing across the sector and the joined up justice arena.

Intellect welcomes the opportunity to input into the Home Affairs Select Committee's Inquiry into the New Landscape of Policing and our members have chosen to highlight the issues of relevance to the technology industry and upon which their expertise is most acute.

A representative from Intellect would be available to submit oral evidence to the Committee if required.

Submission

1. While there is much to applaud in the vision for policing as outlined in "*Policing in the 21st Century: Reconnecting police and the people*", we feel there are a number of areas that warrant further consideration, which we have highlighted below.

Q1) *What progress has the Government made so far, and what further steps should it take, in driving:*

(a) *More effective procurement in the police service*

1.1 Some centralised procurement for standard (no specialised) products has worked well and should continue to be built upon (ie vehicles, uniforms etc).

1.2 However, there is often a lack of commercial understanding regarding what should be captured as a requirement and how these need to be balanced against the supplier market. Forces have been known to specify in substantial detail and then add in functionality through the procurement without revisiting their business case or budget, making compromises to fit the latter and leaving themselves open to change control post award as a means of achieving their goal. Many suppliers end up delivering requirements which are not then used. For some suppliers, the absence of a guaranteed market size can inhibit the decision to bid for an opportunity.

1.3 One potential solution could be the presence of ACPO leadership throughout the development of the business case, its justification and the procurement process. There is currently no incentive at senior level in policing for having led a project from start to finish, which should be addressed.

1.4 A further improvement in this area could be achieved by publishing an accurate set of commercial data in one place so that suppliers can understand the size and remit of individual forces. Much of the budget and expenditure data currently available is aggregated to the point that its utility for suppliers of specialist or technical services is limited. Greater use of data.gov.uk would facilitate the development of better solutions that are fit for purpose and can drive the transformation and efficiency-savings sought by the police service.

1.5 While frameworks have been successful for mass commodity products, their application to some specialised areas of software and IT services has been less so. Most general framework terms are for buying inanimate objects (such as clothing) rather than more specialised items. This creates additional cost for buyer and supplier around meeting the requirements of the good or service being procured.

1.6 Pan-government and framework-based centralised procurement has had mixed results. For quickly evolving technologies or services, this approach may prove less effective over time as the market moves on. Direct procurement can be preferable in that it can involve a diverse ecosystem of companies that maintains the competitiveness necessary to drive the expected cost savings. An alternative way of achieving this could be a more "open" framework, where suppliers are able to qualify on as they meet certain criteria.

1.7 A specific solution to this problem, as exemplified by SPRINTII, would be to change the contract requirement to a benchmark value, where forces may procure from any source, provided it meets agreed convergence agenda and is cheaper than SPRINTII. This will introduce genuine competition, and reduce procurement costs.

1.8 In some cases, local procurement decisions can be just as cost effective for the buyer as a centralised approach and therefore the government needs to be careful on assuming cost savings by centralisation across the board.

1.9 Local procurement is not without problems and has been balanced between dealing with companies of all sizes and all geographies. Procurement authorities at the local level occasionally lack the skills and robustness to take more cost effective procurement routes. This can be attributed to a lack of visibility of their

procurement options and an aversion to take a more direct route due to the risk of challenge. Improved training and oversight of the routes to procurement is needed to enhance the process and manage the cost.

1.10 There is currently a lack of clarity around which services should be provided nationally or locally. This information must be forthcoming if forces are to understand their options and how they may address the challenges ahead.

(b) The removal of unnecessary bureaucracy in the police service

1.11 Bureaucracy is a function of risk, scrutiny and governance, all of which are inherent in policing. It needs to be recognised that mistakes will happen and that learning must occur; without acceptance of this, police organisations will be risk averse and overly prescriptive in their leadership and guidance.

1.12 This plethora of guidance, documentation and policy is then interpreted in 43 different ways and generates the “form filling” and over-reliance on documented information and statistics.

1.13 There does not appear to be a strategic approach to reviewing and detailing what can be absorbed into existing guidance / instruction versus what must be done in response to a particular incident. If such a review of the business processes of an organisation is to take place, it needs to be undertaken at an enterprise level, covering the doctrine, legislation, regulation and policy and processes as well as the people, their selection and training and any technology introduced to facilitate the process. Often the reviews are partial and incomplete.

1.14 Work is being carried out on reducing the time police officers are involved in documenting crimes, but the need for the accurate reporting of cases implies a balance needs to be struck. The current initiative being undertaken in Cheshire includes asset management, logistics, duty management, analytics, document management, service management and enterprise content management. This could lead to true office support functionality where forms can be drafted for the operational officer to proof read and give final approval avoiding the time consuming keying in.

1.15 Furthermore, the technology and processes that allow officers to capture information in the field should support the reduction of documentation. The alignment of business processes between forces should ensure that police officers are able to complete their roles without returning to a station, thereby increasing availability. Custody processes remain a significant concern, with many examples of officers equipped with mobile devices, having entered basic data in the field still having to return to a custody suite, where they wait for up to two hours to hand over offenders. This significantly erodes savings expected from mobility.

1.16 Forces should explore scope to achieve required budget reductions by re-engineering middle and/or back office processes as far as possible before taking action to cut staff numbers. The police service is in a good position to leverage the existing shared or managed services that sit at Impact Level 3 or below, but there seems little activity associated with this. This may be driven by lack of awareness of the options available to them, or limited incentive to take on the perceived risk associated with the transformation.

(c) Greater collaboration between forces and other partners, from both the private and the public sectors?

1.17 Collaboration is a challenging area that should not be driven solely by cost savings. Collaboration takes selfless leadership and typically can only be properly conducted through individual relationships. All the examples of collaboration which have gone well so far have only been successful through the dedication of senior individuals who have mutual respect for each other’s position and agreement on the desired outcomes. Intellect is concerned therefore, that the current pace of movement in the senior ranks of policing will prevent these collaborative arrangements from crystallizing as normal working practice.

1.18 The collaboration between forces that has taken place to date (ie Kent/Essex; Thames Valley Police/Hampshire; Yorkshire/Humberside) remains geographically localised and has been driven by immediate cost reduction rather than long-term strategic change.

1.19 Despite its inherent challenges, the operational efficiencies and effectiveness of collaboration, especially around the joint sharing of information, should not be underestimated.

1.20 However, collaboration with the private sector has yet to penetrate the range of services, typically know as back office, such as HR, finance, estate, facility, procurement and commodity procurement.

1.21 There is considerable potential for further collaboration between forces and with the private sector around call handling, custody, case preparation, public information provision, case investigation, forensic support, and property management. Collaboration should be considered for the suite of back and middle office functions.

1.22 In some forces there is a disinclination to consider strategic partnerships with industry because of a presumed increase in delivery risk. Industry expertise in other sectors indicates that this risk can be appropriately managed by the private sector. More service partnerships should be completed to deliver both effectiveness and efficiency of appropriate police functions.

1.23 In order to harness the potential of the private and third sectors, a wider process of engagement needs to be set up. The Ministry of Defence has achieved this through industry/supplier days. These meetings, if

applied to the policing arena, would be invaluable for the private sector to gain a general knowledge of how the police service sees the way forward in the current environment.

1.24 In general, however, Intellect remains uncertain as to how the election of Police and Crime Commissioners on a local mandate and the drive for cost savings from the centre will be balanced in practice.

Q2) Which bodies should take on the functions of the National Policing Improvement Agency when it is phased out?

2. There has been an underestimation of the role and breadth of the current NPIA (recruitment and training, leadership and development, policy guidance, horizon scanning, ICT procurement, ICT service management) and as such the splitting up of this organisation may create problems in terms of the provision of ongoing services, if not managed consistently.

2.1 Leadership and development could be included in the “Chartered Institute” model envisaged for ACPO, where doctrine, policy and processes are set out centrally and the promotion and development of staff and the setting of national accreditation standards reside.

2.2 Policy and guidance should be provided and maintained by ACPO (under whatever new structure of organisation emerges).

2.3 Training should be delivered by ACPO itself under the structure of a “Chartered Institute” or possibly a Training Directorate.

2.4 Horizon-scanning needs to be joined up with a number of organisations, including HOSDB, OSCT and universities. The Chartered Institute would seem to be the natural location for this activity.

2.5 Procurement should reside within the Home Office to continue the work around central procurement of bulk buy standard items only. Clearly ICT in policing is a complex area and in some cases there would be great benefit in central procurement. We understand this is the subject of a current Government review and we recognise that the output from this should recommend a suitably nuanced approach.

2.6 The managing of police operational systems should be hosted by the Home Office, with a management arrangement linked to ACPO, who must maintain leadership over ICT expenditure and support.

Q3) What advantages/disadvantages would the new National Crime Agency, as proposed by the Government in Policing in the 21st Century, have over the existing Serious Organised Crime Agency?

3. There has been no clear definition of the objectives of the NCA. Greater detail is needed on the following:
- Governance arrangements with forces and central oversight.
 - Its place within the spectrum of policing from neighbourhood to international, including investigative bodies such as the National Fraud Authority.
 - How the NCA will engage with industry in confronting information management challenges, organizational governance or the technical skills required in forensic accounting, money-laundering etc.

Q4) In addition to its principal focus on tackling organised crime, what other functions should the proposed new National Crime Agency undertake on behalf of police forces?

4. Without a clearly defined remit, it is difficult to comment.

Q5) What should be the governance and accountability arrangements for the proposed new National Crime Agency?

5. The NCA will need strong leadership with clearly defined objectives. This national function should be accountable to the Home Secretary.

Q6) Where in the proposed new landscape would the Child Exploitation and Online Protection Centre best sit?

6. This should remain a central function reporting to the Home Secretary, with links to the Departments of Business, Innovation and Skills and Department for Education.

Q7) What should be the role of ACPO in the new landscape?

7. If, as envisaged, ACPO becomes a “Chartered Institute”, it needs to cover:
- Policy guidance.
 - Horizon scanning, research and development guidance.
 - Support in the development of business cases.
 - Setting standards for recruitment and training.

- Development of staff to agreed national standards.
- Representation on research and development.

March 2011

Supplementary written evidence submitted by Intellect

This report has been written in response to a request made by the House of Commons Home Affairs Select Committee following the Intellect JESICA Chair's appearance in front of the Committee on 17 May 2011.

The assertion that there is the potential for 20% savings across ICT for the UK police forces is a conservative estimate of what could be achieved. However, the question of cost savings sits within the context of the broader policing funding challenges. Technology will form one part of the solution. The aim must be to create the correct balance of investment between people, process and technology to deliver the greatest policing impact.

This list is not exhaustive, but highlights the inconsistencies and opportunities for cost savings that exist within the procurement process in the Police Service.

1. When the National Police Improvement Agency (NPIA) created the concept of the Information Systems Improvement Strategy (ISIS) programme two years ago, the Agency itself declared that up to 20% could be saved on National ICT. Through regionalising IT capability, having more national procurement for commoditised technology and re-thinking solutions delivery, savings up to 20% could be achieved.
2. The reduction of procurement timescales should be a priority and would produce cost-savings for both Government and its suppliers. Through simplifying the procurement process and making it quicker, cheaper and easier for companies to tender, the Police will encourage small and medium enterprises (SMEs) and others to be more creative and constructive in supplying the Police Forces.
3. As referenced during Mr Skinner's oral evidence session, the Government should create a single simple and straightforward national register of approved and classified suppliers which any supplier can apply to join if they clear an agreed set of financial, business and regulatory hurdles (with an annual refresh to check continued compliance). This would be used for local and national procurements which will not exceed the EU/OJEU limits.

Once a company is registered, local procurement officers should be prevented from requesting additional general verification information, but able to select appropriately qualified/classified suppliers to bid within basic local procurement regulations. Procurement officers should have to make a specific case for approval at senior/police authority level for using an OJEU procedure rather than the register.

4. The Police Service should introduce a simplified set of guidelines based on the Gateway review process for local force projects exceeding (say) £100k total estimated lifetime value. At each stage of a project, a formal review should be conducted to confirm that benefits will significantly exceed projected costs. Auditors should review these stage assessments as part of their annual audit, with the brief to assess whether they have been rigorously approached and that value for money has been properly considered before progression to further commitment. If at any stage review a project looks to be falling short of its originally projected benefit/cost ratio by more than 10%, an explicit Police Authority decision to cancel or continue should be required.
5. Locally and nationally, each significant project should be required at the outset to undertake an independent review, reported to the governing authority for approval, as to whether the business aims can be met by an alternative, evolutionary approach at lower risk and/or cost.
6. Where there is a genuine justification for a single national system or process, the true and tightly-defined business requirement should be established and expressed to the market as an output-based specification without unnecessary technical constraints. Intellect's Concept Viability Service offers the ideal avenue for industry engagement focussed on testing those requirements and identifying potential risks at the earliest stages.
7. A sensible balance between national and local procurement will save money. Clarity on which areas are "local" and which are "national" must be established. Vast sums were lost on the National Strategy for Police Information Systems (NSPIS), which were either cancelled after major expenditures or became obsolete before implementation. A major cause of such failures was the lack of a workable approach to the blurred governance priorities, boundaries and prerogatives of local and national procurement. As a result, specifications were designed in a loose committee model and allowed to grow out of all proportion to necessary requirements.

Once the boundaries of responsibility are articulated, fragmentation will reduce and clusters of customers will emerge depending on the type of requirement outlined.

8. Many of the recent national procurements for Police ICT capability have simply not been implemented by local forces. Mobile data was a national procurement negotiated by the NPIA that only one Police Force signed up to. The nationally negotiated deal was too expensive, inflexible, and limited both the technology to be used and functionality. All but one UK Police Force ignored the national procurement and designed and built their own solutions. The resulting locally signed deals for hardware, software,

engineering in cars and local contracted data services with mobile telephone companies cost tens of millions of pounds.

9. A further area where the failure to manage the local/national balance has proved costly is telecommunications networks. Most local Police Forces have locally procured and contracted telecoms networks that in most instances are managed locally by network engineer police staff. Police Forces are wasting valuable resources employing telecoms engineers; there should be at least regional, if not national, agreement for telecommunications services on a framework for Forces to buy against. In addition to telecom networks most Forces are also procuring and contracting for a wide plethora of mobile data telecom data services. This should be national. The whole subject matter of communications networks is costing tens of millions in unnecessary spend.
10. Where appropriate services for national procurement can be identified, use of pre-existing contracts for shared services will save money. An example of such a framework is Public Sector Flex, which is the only CESG accredited pan Government solution working at Restricted (IL3) and Confidential (IL4) and is therefore an entirely appropriate solution for the Police Service. The solution gives Forces access to a leading IT infrastructure and services at a significantly reduced cost. According to the Cabinet Office, Flex “has reset the price of desktop services for the ICT Industry”.
Flex is adaptable as a framework and its flexible commercial terms can be used by any UK public sector organisation. It can cut typical procurement cycles in half, saving departments hundreds of thousands of pounds.
Benefits include:
 - lower operating costs for all Flex users, which fall further as more departments join the framework (for example, if a 1,000 seat department joined the Flex framework with the existing customer base fully rolled out, existing Flex customers would enjoy a reduction off their current desktop charges of £51 per user per year);
 - an assurance of ongoing value for money through periodic independent benchmarking opportunities to share the development, licensing and support costs for both existing and new applications across the Flex Framework; AND
 - up to 30% reduction in property and travel costs through flexible working, delivering improved people productivity by working anytime, anyplace, anywhere—securely.
11. A further example is the Scottish Intelligence Database. This single intelligence system is hosted centrally by the SPSA (Scotland’s version of NPIA) and is provided to all Scottish Forces and the Scottish Crime and Drug Enforcement Agency (SCDEA). It replaced nine individual intelligence systems and purely on “ongoing software costs”, saved an estimated £200k+ per annum (which equated to over 50% savings).
12. In contrast, the IMPACT/Police National Database project became a much larger and more expensive exercise (there were two extended major procurements) than was required to meet its original stated objectives. The original core requirement to be able to access important intelligence from all forces for investigative purposes could have been met in 2005 by a more focused approach using advanced search engines working on unstructured data uploads from force systems.
13. The Home Office Large Major Enquiry System (HOLMES II) Consolidation Project was completed in Scotland to provide a single hosted HOLMES system for all Forces to utilise, replacing eight different local installations and bringing together all investigative intelligence into one location. The project savings were significant in terms of ongoing costs associated with ICT support and maintenance and well over 20%.
14. The Local Government Shared Service (LGSS) set up by Northamptonshire and Cambridgeshire County Councils expects to make initially £3 million per annum savings across its two organisations by operating together. This service is available for Police Forces to buy from.
15. Experience suggests that rationalising applications and hosting arrangements will save money. Police Forces typically have a broad range of applications, with considerable overlap and avoidable cost. It is not atypical to find 130–150 applications for a force. Many of these will be under-used and hosted on ageing infrastructure which may be unreliable and expensive to maintain. One Intellect member’s approach to application assessment and rationalisation can result in up to 15–40% savings in the removal of duplicate applications; and 20–40% savings through the replacement of an expensive technology base.
16. Most Police Forces are employing local staff in the roles of software development. Millions of pounds are being wasted through Forces designing, building and deploying local systems that:
 - (a) do not need to be designed and built as they can be procured from industry at a cheaper cost; and
 - (b) cause interoperability problems with other Forces as they are not built to share information with other systems.
17. Designing services and solutions that leverage existing or new approaches such as cloud services is a further avenue for cost-savings. Organisations are increasingly turning to utility provisioned technology to save money, improve agility and improve the consistency of user experience. These

services could allow Police Forces to turn on or off, up or down services to ensure that cost is matched to demand. Independent estimates indicate that “*organisations that took a disciplined approach to adopting Cloud Computing reduced costs by 18%. Without this costs went up by 2–3%*” (Aberdeen Group).

18. Within the ICT market there exist end-to-end strategic document digitisation services that can be shared across multiple organisations in a secure, cost effective and industrialised manner. If volumes are sufficient, this type of service can make incoming documents (forms, applications and such like) and associated information easily accessible and readily available at a unit price determined by business value with expected cost efficiencies up to 50% when compared to typical paper associated costs.
19. The Home Affairs Select Committee hearing on 17 May afforded large national contracts such as Airwave disproportionate attention. Intellect feels that while the contracts mentioned involve huge numbers, it is important that the Committee considers the Police ICT picture in the round and that its report reflects an understanding that much of ICT is essentially local in procurement and delivery.

Intellect would be willing to work with the Committee further if required or indeed with the Home Office to fully explore these concepts and suggestions on how the efficiency and effectiveness of the Police Service could be improved.

APPENDIX

SAVINGS ACROSS THE PUBLIC SECTOR

In July 2007 Intellect prepared a paper that outlined over £200 million in potential cost savings from the procurement process of complex ICT-enabled business change projects. While this paper was concerned with the Public Sector in general, rather than the Police specifically, it does suggest that there are significant savings to be made from empowering a Senior Responsible Owner for a particular procurement, improving terms and conditions, enhancing business cases and sourcing strategies and implementing a standard approach to pre-procurement questionnaires.

May 2011

Written evidence submitted by Steria

1.0 Summary

1.1 On 1 July 2010, Steria signed a 10-year shared service partnership contract with Cleveland Police Authority through which it provides support for Cleveland’s control room, community justice and back-office functions delivering a minimum of £50 million saving.

1.2 Steria recognises the critical balance to be met between delivering to a reducing budget, whilst still seeking to maintain and improve operational delivery. However, our experience shows that these two factors need not be in conflict. Services can be improved, operational responsiveness and resilience can be protected and even improved whilst efficiencies are delivered.

1.3 Through a partnership with the private sector the Police can access a wealth of transformation and change management experience which can ensure that improvements are delivered seamlessly whilst maintaining continuity of service and capability. This is crucial in a sensitive and operationally critical environment such as the Police service.

1.4 A suitably skilled and experienced partner will be able to put forward realistic and deliverable transformation and change programmes and will be able to guarantee outcomes, be they improvements in operational services or financial savings.

1.5 Steria has gained knowledge and insight into the police market both from its experience in Cleveland, plus the support it provides to almost 60% of UK police forces. In addition, Steria provides a variety of support and services within the wider criminal justice arena. Specifically, Steria has a proven track record in delivering a mission critical command and control solution (SteriaSTORM) to over 50% of the UK police service and also manages the services which provide the infrastructure supporting the work of the UK’s Probation Trusts.

1.6 The savings delivered under the Cleveland contract do not compromise front-line police service. Indeed, as a result of the savings, 115 police officers will be released from back and middle office functions to front-line services. Service improvements and notably enhanced public satisfaction have already been attained and a further 10% efficiency is also expected in the Cleveland Police organisation. In addition we have seen an improvement in service quality and operational resilience.

1.7 Steria is already in discussion to further extend the partnership to deliver even greater savings, through leveraging the existing capability and supporting more middle and front office functions.

1.8 Steria believes that a guaranteed saving of over 16% of the whole police budget can be delivered in the police market, if a less restrictive view is taken about the optimum blend for a private-public partnership.

Moreover, some support services can be effectively and safely moved to offshore locations, to deliver additional savings. Delivering this saving does not require changes to front-line strength, nor does it require changes to current remuneration.

1.9 Steria believes these savings are representative of savings that can be delivered to all forces, and go beyond savings delivered through workforce modernisation alone. The savings are delivered through a combination of IT enablement, process improvement and staff training and development.

1.10 Steria therefore believes that partnering with the private sector is an invaluable tool in helping the Police address the challenge of the Comprehensive Spending Review, whilst improving Police capability and strength. It is therefore our view that a 20% overall saving is achievable without detriment to the Police's operational effectiveness.

2.0 Introduction to Steria

2.1 Steria is pleased to have the opportunity to submit written evidence to the Committee's inquiry into *The New Landscape of Policing* and welcomes the Committee's examination of this important issue.

2.2 Steria has been a partner to the public sector for 40 years. As a recognised Strategic Supplier to over 80 public sector organizations in the UK, its work spans most major government departments, local authorities, executive agencies and police forces.

2.3 On 1 July 2010, Steria signed a 10-year shared service partnership contract with Cleveland Police Authority through which it provides support for Cleveland's control room, community justice and back-office functions.

2.4 Steria has a significant footprint across criminal justice, defence and security. We work with nearly 60% of UK police forces, and provide command and control solutions (SteriaSTORM) to over 50% of the UK police service. We also manage the services which provide the infrastructure supporting the work of the UK's Probation Trusts.

2.5 Steria also has a strong heritage in successful partnering. NHS Shared Business Services (NHS SBS), Steria's 50:50 joint venture with the Department of Health, provides a wide range of vital services. These include back office processes such as F&A, Payroll, Family Health Services and new commercial procurement solutions, allowing the NHS to best utilise its buying power and to get the best price for the products and services it procures.

2.6 Working for around 30% of NHS organizations, NHS SBS supports them in delivering healthcare to more than 23 million people, helping them realise average operational savings between 20%–40%. The NHS SBS, is on target to deliver £250 million savings over 10 years—the equivalent of putting 12,000 nurses back on the front line. Moreover, our profit sharing approach has enabled Steria to pay over £1 million cash back to the Dept of Health to be reinvested into the NHS. SBS's role in driving public sector efficiency has been recognised by the NAO and the ERG as an exemplar, and is a model that can be replicated or grown.

3.0 This Submission

3.1 In this submission, to contribute to and inform the deliberations of the Committee, we will describe:

- the savings that Steria has already secured for the Cleveland Police Authority (CPA);
- how further savings can be achieved through extending the scope of the CPA partnership; and
- other areas of work to which further value can be brought to improve effectiveness and thereby help police forces throughout the country get closer to their target of a 20% budget saving.

3.2 We would welcome an opportunity to give oral evidence to the Committee and are happy to provide additional information, as required.

4.0 Drivers to Deliver Savings and Performance Improvement

4.1 Steria recognises the critical balance to be met between delivering to a reducing budget, whilst still seeking to maintain and improve operational delivery. We are ambitious, but respectful, about what radical can look like in an operational environment, but we believe there is much more value that the private sector can add to areas that are still perceived to be core policing business.

4.2 The main cost in delivering policing is people. The unpalatable truth is that reducing the headcount is how savings will be delivered. Success lies in making sure that the right people are retained and supported to deliver an effective service.

4.3 In delivering performance improvement and the associated cost reduction, we believe that there are three principles:

- **Managing Demand:** Achieved through reducing the scope or standard or volume of services by re-defining services, including making processes and applications available through self-service facilities.

- Delivering Scale: Achieved by centralising and sharing services which enables professionalisation, integration, resilience and greater economies of scale.
- Optimising Processes: Achieved by delivering process improvements through ICT automation and integration, process redesign and more cost effective management of people, such as enabling police staff to carry out jobs currently and unnecessarily undertaken by police officers, changes to duties and shift structures, and the consideration of off-shore delivery.

5.0 Steria-Cleveland Police Authority Partnership

5.1 Under the partnership, Steria is already delivering a number of services that are making a substantial contribution to the Authority's savings targets, as set out below:

<i>Function:</i>	<i>Pre-contract cost (in £'000s per annum)</i>	<i>Percentage of Total Budget</i>	<i>Savings against pre contract cost (in £'000s per annum)</i>	<i>Savings as percentage of pre contract cost</i>	<i>Saving as a percentage of Total Budget</i>
Control Room	£5,800	4.1%	£1,750	30.2%	1.3%
Criminal Justice	£3,200	2.3%	£800	25.0%	0.6%
ICT	£3,330	2.4%	£800	24.0%	0.6%
Business Support	£9,550	6.8%	£1,650	17.3%	1.2%
Total	£21,880	15.6%	£5,000	22.9%	3.6%

5.2 The savings represent a reduction in the direct cost of delivering these services and include the release of 115 officers from back and middle office functions.

5.3 In addition, further benefits are being delivered. A substantial amount of police officer time is being freed up, through improving processes and reducing the burden of bureaucracy by transforming the use of ICT by Cleveland police. This benefit is estimated as an increase of 10% in the efficiency of the police officers—the equivalent of 170 full time roles which in turn equates to 6.1% of the overall police budget.

5.4 Investigations into the purchase and use of assets, in relation to procurement and buildings could also lead to the release of capital for investment to support the “spend to save” initiatives to drive the service improvement required to deliver the transformations.

6.0 Extending the Partnership

6.1 Steria is already in discussion to further extend the partnership to deliver even greater savings. Based on our experience of bringing greater flexibility in the deployment of a workforce, and improved use of enabling technology to drive savings and improve performance, we can extend the use of outsourced civilian staff to a number of other key areas, namely:

- Crime Management—recording, categorisation, validation and analysis of reported crime.
- Intelligence—analysis of crime patterns and nominals (known suspects, offenders, or persons of interest).
- Support for Major Investigations—administrative support, taking voluntary statements, data and information analysis.
- Event and Emergency Planning.
- Prisoner Handling, processing of arrested persons following low level volume crime (interviews, statements, and processing up to charging).
- Support for Economic Crime Investigations, computer forensics and on-line analysis.
- Neighbourhood Safety, partnerships, schools liaison, mental health, and truancy.
- Professional Standards, vetting and CRB checking.
- Evidence Retrieval, scientific support, crime scene assessors and crime prevention.

6.2 Discussions have been held on how Steria can deliver savings in these areas which constitute approximately 6% of the overall police budget. As part of these discussions we have conducted a substantial amount of investigation, impact assessment and due diligence which gives Steria an authoritative view of what can be achieved. It is unfortunate that Section 38 of the Police Reform Act 2002 and Proceeds of Crime Act 2002 limit the extent to which partnering can deliver benefits. Though intended as legislation to enable workforce modernisation, the Acts restrict a chief officer's ability to designate suitably skilled and experienced employees. The intent of the Act was to free up police officer time for core functions by making more effective use of support staff. A chief officer may designate a person who is *employed* by the police authority and under the direction and control of that chief officer. Clarifying this legislation to include those engaged through partner organizations would enable greater flexibility, creativity, service improvements and cost savings.

6.3 Despite the limitations of Section 38, Steria has firm proposals in place which would release over 100 police officers, replacing them with 70 civilian staff, leading to a cashable saving for the Police Authority of

£2.6 million per annum (1.9% of the overall budget). Furthermore we have outline proposals which would release a further 65 officers, saving a further £1 million per annum (a further 0.7% of the force budget). Efficiencies have been gained by identifying areas of common processes and competencies and pooling these resources and delivering the services through Steria police Shared Services centre.

7.0 More Innovative Approaches to Services Currently Delivered

7.1 Steria believes that a guaranteed saving of over 16% of the whole police budget can be delivered in the police market, if a less restrictive view is taken about the optimum blend for a private-public partnership. Such savings are based on the ability to drive out efficiencies through shared services, process improvement, and IT enablement. These savings are delivered through efficiencies in the back and middle office and do not reduce frontline capability or officer numbers. The savings are additional to those which could be delivered through the Winsor review of police remuneration.

7.2 In our engagements with police forces there are often a number of areas of concern and policy which place constraints on how Steria, indeed the market as a whole, is able to deliver outsourced services. Such constraints include geographic constraints on delivering services, no-redundancy agreements, and local policies and procedures.

7.3 If these constraints were to be relaxed it is certain that greater efficiencies and hence savings could be delivered. For example, if Steria was able to deliver services using a truly *shared*, shared service centre, either specifically focused on the needs of police forces, or shared with other organisations much greater economies of scale could be achieved. This approach could be extended to the use of offshore services for some back-office and support functions such as transactional HR functions, finance and administration and IT service desk. Such use of offshore services is already well established in commercial organisations and the wider public sector.

7.4 We believe that building on our existing police-focused service centre would enable us to increase throughput by over 10%. This would mean collaborating forces having IT support services, business support services and preparation and management of case files being delivered by a truly shared, Shared Service Centre.

7.5 To maximise savings, forces will need to standardise business processes to ensure maximum efficiency and to allow the moving of work to other parts of the country. This will of course limit the need for some existing staff and will therefore have a knock-on effect on the ability to make overarching “no redundancies” commitments.

7.6 It is also arguable that the same approach could be applied to the Control Room functions, particularly the call handing function and some are now reconsidering more regional approaches to control room functions to gain operational resilience and control. However, given the recent move away from creating regional emergency service control rooms we have not reported this within the paper.

<i>Services</i>	<i>Percentage of Total Budget</i>	<i>Total Savings through use of Shared Services Model (UK Based)</i>	<i>Savings as a percentage of Total budget</i>
Control Room & Front Desks	4.1%	Not Assessed	1.3%*
Criminal Justice	2.3%	30.0%	0.7%
IT Services	2.4%	30.0%	0.7%
Business Support	6.8%	25.0%	1.7%
Totals	15.6%		4.4%

* This figure is carried from the last table to give an overall view of savings.

7.7 On reviewing the Her Majesty’s Inspector of Constabulary’s Value for Money (VfM) data we have seen there is a substantial variation in the cost of the civilian staff used to deliver these services. For some forces, most notably those in the South East of England, reducing the staff costs represents a further potential saving, of between 10% and 20% of the scope of the services being delivered through a shared service centre. For such forces the savings as a percentage of the overall budget shown in the table above could be as much as 4.9% to 5.4%.

8.0 A More Radical Approach

8.1 In recent years many organisations in a variety of business sectors have delivered efficiency gains and thereby better value for money through business process outsourcing (BPO) to lower cost offshore locations.

8.2 Clearly the work of the police involves sensitive material and the need to ensure maximum public confidence and probity. Comparable concerns were raised and overcome by our commercial and financial services customers in relation to personal and financial data and these markets are now mature and well established over many years with 3rd generation BPO solutions. As such, we believe that police support services can effectively and safely move to offshore locations. The following areas are those we consider could be delivered with minimal operational and political risk:

- IT Service Desk—including introducing tools and techniques to drive up first-time fixes which reduce the need for desk-side attendance.
- Transactional HR services—many interactions with HR involves processing of administrative transactions, salary queries, staff hires, departures, booking of leave etc. The volume of these transactions which require manual intervention can be reduced through self-service facilities and such efficiencies are included in our base-case savings. However, there will always be a need for some degree of contact to resolve some queries. Moving the processing of such transactions is a well established technique and can reduce the staff cost of delivering services by over 50%.
- Finance and Administration, as with transaction HR services, many activities associated with the finance and administration function can be delivered from lower cost centres.

8.3 The NHS Shared Business Service (NHS SBS), referred to earlier, regularly delivers savings of 40%, through a blended Onshore/Offshore delivery model. The supporting commercial model contracts for a 20% saving, with a risk reward mechanism for savings above this threshold which enabled us to pass over £1m back to the NHS. With our experience with NHS SBS, we are confident that this level of saving can be achieved for the police market.

8.4 The following table shows the cumulative effects of outsourcing, using shared services and some elements of offshore delivery. We have not assumed any offshore for any other component of work.

<i>Services</i>	<i>Percentage of Total Budget</i>	<i>Total Savings through use of Shared Services Model (Blended Delivery Model)</i>	<i>Savings as a percentage of Total budget</i>
Control Room & Front Desks	4.1%	Not assessed	1.3%*
Criminal Justice	2.3%	Not assessed	0.7%*
IT Services	4.1%	33.0%	1.3%
Business Support	6.8%	40.0%	2.7%
Totals			6.0%

* This figure is carried from the last table to give an overall view of savings.

9.0 Summary of Savings

9.1 Steria is delivering significant savings to the police forces throughout the country. With some relaxation of the constraints upon us and by reviewing again those aspects which are better delivered in an outsourced relationship we can save a police force approaching 16% of its overall budget, with greater benefits for those forces who have high police numbers in civilian roles and/or who employ civilian staff in areas of significantly higher salaries in the UK. A breakdown is shown in the table below:

<i>Area of Savings</i>	<i>Proportion of Annual Budget</i>	<i>Savings as a Percentage of Annual Police Budget</i>
Savings from Existing Services	15.60%	3.60%
Existing Scope, with use of blended Shared Services (Additional savings)		2.40%
Extended Options	6%	2.60%
Total		8.60%
Savings for forces in SE England		10.1% to 10.6%
Further Efficiency Gains potentially cashable		6.10%
Total Available Savings	21.60%	16.1% to 16.7%

9.2 These savings do not compromise front-line police service. These savings are net of costs of change and are based on contractual prices—they are therefore guaranteed and can be delivered immediately. In short the approaches outlined represent a low risk way of delivering substantial savings.

10.0 Conclusion

10.1 This submission highlights Steria's partnership with Cleveland Police Authority which is resulting not only in savings to the Authority's budget but also improvements in operational efficiency and performance—with further savings being achievable were the scope of the partnership to be extended to cover other operational areas.

10.2 Partnering with the private sector can be a crucial element in helping forces meet the challenge of the CSR whilst improving service quality.

10.3 We believe that our successful partnership provides a model for the necessary increased collaboration between police forces and the private sector and we would be delighted to provide further information on it at an oral evidence session.

March 2011

Written evidence submitted by the Information Commissioner

Introduction

1. The Information Commissioner has responsibility for promoting and enforcing the Data Protection Act 1998 (DPA) and the Freedom of Information Act 2000 (FOIA). He is independent from government and upholds information rights in the public interest, promoting openness by public bodies and data privacy for individuals. The Commissioner does this by providing guidance to individuals and organisations, solving problems where he can, and taking appropriate action where the law is broken.

2. The Commissioner welcomes the opportunity to respond to this call for evidence. This response will focus on issues that have transparency, data protection and privacy implications.

Executive Summary

3. The Commissioner considers that the review of the policing landscape provides an opportunity to clarify the roles of all policing bodies, to improve the governance of national level policing systems and to ensure that the whole policing system is fully transparent with clear lines of accountability. The Commissioner is keen to see that important national functions performed at present by the Association of Chief Police Officers (ACPO) and the National Police Improvement Agency (NPIA) are maintained in the new policing framework and that any proposed changes maintain or improve information rights outcomes for individuals. The Commissioner welcomes the government's announcement that ACPO will be brought under the FOIA and considers that this should be extended to include HM Inspectorate of Constabulary (HMIC) and the National Crime Agency (NCA).

What progress has the Government made so far, and what further steps should it take, in driving:

(c) Greater collaboration between forces and other partners, from both the private and the public sectors?

4. There has been an increased interest in collaboration between forces including proposals to share Data Protection and Freedom of Information functions. The Commissioner's view is that responsibility for compliance with the DPA and the FOIA will always fall to the chief officer in his legal capacity as a data controller and as a public authority. However, this does not prevent collaboration if the appropriate measures and necessary legal safeguards are put in place. These include considerations such as adequate security, contracts (data processing agreements), retention schedules and appropriate administrative arrangements.

5. The Commissioner would be concerned if collaborative arrangements led to worse information rights outcomes for individuals, such as resulting in delays in handling subject access requests or individuals not receiving the information they are entitled to. To avoid this, any proposed collaborative arrangements should be thoroughly planned and their impact assessed prior to implementation to ensure that the level of service to individuals will be maintained or improved.

Which bodies should take on the functions of the National Policing Improvement Agency when it is phased out?

6. The Information Commissioner's Office (ICO) has liaised with the NPIA on important national issues. They perform a vital role in providing professional expertise and creating national standards of good governance. An example of this has been the NPIA's work on governance arrangements for the National ANPR Data Centre (NADC). ANPR is a powerful surveillance technology that is used to collect information about vehicles as individuals go about their daily lives. The NPIA was key to developing a consistent approach to retention periods for ANPR data and implementing a weeding process to ensure that forces had the technical capability to delete ANPR records in line with retention guidelines.

7. The Commissioner would be concerned if phasing out the NPIA resulted in any loss of professional expertise or less consistency on issues of national importance.

What advantages/disadvantages would the new National Crime Agency, as proposed by the Government in Policing in the 21st Century, have over the existing Serious Organised Crime Agency?

8. If the Serious Organised Crime Agency's (SOCA) functions are transferred to the NCA the Commissioner trusts that the NCA will engage with his office to implement any outstanding recommendations outlined in the Commissioner's report to the European Union Committee on "Money laundering: data protection for suspicious activity reports". These recommendations focus on the ELMER database and particularly the retention and deletion of suspicious activity reports.

In addition to its principal focus on tackling organised crime, what other functions should the proposed new National Crime Agency undertake on behalf of police forces?

9. The Commissioner considers that the governance of national level policing systems could be improved and the NCA could potentially take on a national governance role.

10. The Commissioner supports the government's aim of simplifying national policing arrangements to improve, rationalise and bring coherence to national level policing issues. The Commissioner also welcomes the Home Secretary's statement that the large scale devolution in power to local forces will be matched with a stronger, more streamlined approach to those issues that require national coordination. It is important to clarify which bodies are responsible for national level policing systems so that there is clear accountability for ensuring that information held on those systems complies with the law. The Commissioner's view is that information rights compliance would be greatly assisted by a clear national framework that achieves consistency of approach and clarity of responsibilities.

11. The Commissioner recognises the challenges surrounding the relationships that underpin policing, in particular the relationship at a national level between central government, local forces, the professional leadership of the service and those responsible for its local accountability. As a regulator that deals with government, local police forces, police authorities and various national policing agencies and bodies, we recognise that the current arrangements could be improved.

12. The complex connections and interrelationships across police forces and national policing bodies is particularly apparent when it comes to the governance of, and accountability for, the police collection, storage and use of people's information. The picture becomes even more complex when we take into account the wider information sharing that takes place within "the public protection network", for example, with the CRB, ISA and other parts of the criminal justice system.

13. Rapid advances in technology have resulted in vast amounts of personal data being collected and processed by the police at local and national level. This information is held in the Police National Computer, the new Police National Database and other national level policing databases such as the National DNA Database and the NADC. At present, responsibilities are fragmented across police forces and various national bodies (ACPO, ACRO, NPIA and various wider bodies such as the National DNA Database Strategy Board, National CCTV Strategy Board). At a basic level it is often challenging to identify who the data controllers are for the personal information held within those databases and very often all 43 forces are data controllers in common. This is further compounded by decisions as to funding, functionality and operational use being influenced by others such as the government, NPIA and various ACPO committees.

14. There is a danger that the fast pace of development can lead to lack of clarity about who is accountable for such databases. This can be evident, for example, in setting access procedures, retention periods and overseeing quality and security of the data. There is also a risk of a lack of transparency because the public may have little awareness of such systems, especially when information such as vehicle movements or CCTV images may have been obtained from third parties who collected the information for different purposes and hold it for much shorter periods. It is important that the development of such national systems should be subject to the fullest scrutiny and debate, with clear lines of responsibility and control.

15. These complex inter-relationships in local and national policing and connections between various databases pose significant challenges in terms of information governance. They also raise significant data protection and privacy concerns, especially with the large-scale collection of information about people who go about their lawful day to day business, for example through the NADC.

16. The Commissioner is also concerned about the lack of strategic management of, and accountability for, developments which engage wider surveillance concerns such as CCTV and ANPR. For example, the ICO sits as an observer on the relevant ACPO national working groups but they are looking at issues from a police perspective and there does not appear to be sufficient consideration of wider societal implications such as balancing public security and individual civil liberties.

17. It is important that there is clear accountability and leadership at a national level for the national policing databases so that they are managed in a more coherent and consistent way. This includes, for example, agreeing and setting national standards and coordinating responses to subject access requests.

18. The Commissioner considers that there is a strong case for the establishment of an independent statutory criminal records body responsible for the central collection and administering of criminal records. This would ensure clear governance and consistency of approach in the collection, retention, use and disclosure of criminal record information. Its governance arrangements would provide an opportunity to ensure it reflects a wider variety of societal interests. The present arrangements have evolved over time in a piecemeal fashion and now involve a variety of parties from individual chief officers to the NPIA and the ACPO Criminal Records Office. Despite best efforts the current arrangements do not represent an appropriate and modern approach to criminal record keeping.

19. The Commissioner appreciates that the Government wants to reduce bureaucratic burdens on local forces and reduce the guidance they receive from Whitehall. However, local autonomy can lead to inconsistencies when dealing with national databases. For example, chief officers decide whether to remove people's details

from the PNC and the National DNA Database; and local forces have their own policies concerning access to ANPR databases. Although ACPO and NPIA have worked closely with the ICO to set and maintain national standards, ensuring these are in place and adhered to in practice is an ongoing challenge for all concerned.

20. The Commissioner recognises that good ideas for tackling crime often occur at local level but there needs to be greater recognition that these local initiatives (eg CCTV, ANPR, headcams, crime mapping) often develop rapidly and piecemeal into national programmes without the appropriate governance being put in place. As more information is held on a national basis and can be used in more sophisticated ways, there is concern about the effects on individual privacy, how this is assessed before developments are rolled out and whether sufficient safeguards are in place to protect personal information.

21. The use of covert cameras in Birmingham highlights the problems that arise in relation to accountability and transparency when local police forces come up with an initiative (to introduce ANPR cameras for counter terrorism purposes), use national counter terrorism funds to finance it but inform communities that it is for crime reduction and community safety benefits. This resulted in confusion over responsibilities, transparency and a consequent reduction in public confidence and trust.

22. The lawful and proportionate acquisition, use and disclosure of personal information for policing purposes and the drive towards greater transparency in policing activities are issues of fundamental importance both to individuals and society. It is vital that any changes to policing resulting from these proposals enhances information rights and does not undermine them.

What should be the governance and accountability arrangements for the proposed new National Crime Agency?

23. The Commissioner supports the view outlined in the “Policing in the 21st Century” consultation paper that there will need to be clear, robust governance and accountability arrangements for the NCA. Transparency is vital in ensuring that a body is accountable and the Commissioner considers that the proposed NCA should be subject to the FOIA. If the NCA proactively publishes information from the outset, and on an ongoing basis, this will lead to a more transparent body that is accountable to the public and whose functions are properly understood.

24. At present SOCA is exempt from the FOIA. It appears that the proposed NCA will have a much wider remit than SOCA and the Commissioner considers it would be a backward and unnecessary step if the whole agency had a blanket exemption from Freedom of Information legislation by designating the NCA under section 23(3). This would be compounded if, for example, the NCA is responsible for some of the functions currently carried out by the NPIA and the UKBA who are subject to the FOIA. The Commissioner acknowledges that some NCA information will need to be withheld from the public for national security reasons. However, the Commissioner considers that the exemptions under section 23 and 24 will be sufficient to give the necessary protection. Other exemptions, such as those provided by sections 30, 31 and 36, may well also be applicable.

25. The Home Office’s consultation document stated that the Chief Constable for the NCA will be responsible for strengthening the UK’s border policing arrangements to enhance UK national security, improve immigration controls and improve the response to organised crime. The Government also proposes to create a National Border Police Command that would come under the NCA. It is not clear whether this would include assuming responsibility for the information systems which underpin these border control activities such as those employed in relation to immigration control and passenger screening. It is important that such responsibilities are clearly defined.

Where in the proposed new landscape would the Child Exploitation and Online Protection Centre best sit?

26. It would not be appropriate for the Commissioner to comment on this issue.

What should be the role of ACPO in the new landscape?

27. The ICO works closely with ACPO on a wide range of policing issues and enjoys a cooperative working relationship. With the NPIA, ACPO provide a national contact which allows the ICO to constructively engage with the police on important information rights issues at a national level.

28. The Commissioner notes the Home Office’s proposal that in future ACPO will focus on professional leadership. It has been suggested that ACPO will have a key role in advising Government, the Police and Crime Commissioners and police forces on strategy, best practice and operational matters but that strategic policy will be set locally by the Commissioners and nationally by the government.

29. It is not yet clear where functions currently undertaken within the framework of ACPO will sit in future. For example, the ACPO Criminal Records Office exerts coordinating influence over record keeping on the PNC, undertakes national functions such as providing subject access responses, promotes compliance with the FOIA through the Central Referral Unit, provides certain conviction certificates, develops national policy guidance and discharges the UK’s international responsibilities in relation to criminal record exchange. These important functions need to be taken into account if consideration is to be given to changing ACPO’s role.

30. The Commissioner welcomes the government's announcement that ACPO will be brought under the FOIA. It is important that there are transparency requirements across all those bodies that are involved in the proposed policing framework.

March 2011

Written evidence submitted by Avon and Somerset Police Authority

Introduction

Avon and Somerset Police Authority is an independent body of local people who work to ensure the community of Avon and Somerset have an effective and efficient local police force.

It is made up of nine councillor members, who are appointed by local councils and eight local independent members.

Response to Questions

1. *What progress has the Government made so far and what further steps should it take in driving:*
(a) *more effective procurement in the police service?*

Further steps: We believe there is scope for greater national co-ordination in relation to procurement of many relatively standardised items. It is important that any national initiatives are appropriately resourced and utilise the right procurement and specialist expertise so that what emerges is fit for purpose and delivers the optimum value for money. We are concerned at the impact which the wind down of the National Policing Improvement Agency at the same time as stepping up the emphasis on national procurement may have on the overall efficacy of the results.

Any such arrangements must also take account of the existing landscape in the relevant area. Such arrangements will not serve the police service well if the proposed national solutions are less value for money than existing arrangements.

In terms of ways to make procurement more effective we are happy to share our experiences from a public, private partnership we are engaged in. We are founder members of a Joint Venture partnership (Southwest One Ltd) with two local authorities and IBM, designed to provide modern, co-ordinated and flexible back-office services. This arrangement was entered into in 2008 and the Police Authority is contracted to receive £15 million in procurement savings over the 10 year life. Southwest One are now predicting that they will exceed this target by at least 33%. Bringing private sector procurement expertise, economies of scale and utilising category management plans have been the key to achieving these improvements.

Government should promote private/public sector co-operation where the private sector has relevant expertise and relax in particular many of the public sector procurement rules which inhibit flexible and responsive business practices.

It is important that Government strike an appropriate balance between achieving national efficiencies (ie through economies of scale via national standards and collaboration) and the localism agenda—the latter must not be undermined.

(b) *the removal of unnecessary bureaucracy in the police service?*

The Authority supports empowerment of local officers to exercise professional discretion and the removal of unnecessary crime recording and other bureaucratic requirements. A sensible and proportionate balance needs to be struck with the protection of individuals' rights.

Particular areas where improvements could be made would include crime recording, performance reporting and excessive levels of minimum standards such as in the protective services arena. In addition, unlike a number of other areas of the public sector the Government has not sought to relax the administrative burden of inspections on police forces and authorities as witnessed by the recent round of HMIC inspections into preparedness for managing the CSR savings—we do not feel that this level of inspection represents value for money in the current environment.

Avon and Somerset has embraced Operation QUEST as a means of reviewing its business processes and implementing improvements and will continue to evaluate and implement business process efficiencies where appropriate.

(c) *greater collaboration between forces and other partners, from both the private and the public sectors?*

Avon and Somerset Police Authority supports collaboration wherever it is in the interests of the people of this area to do so. Collaboration is not a universal panacea and should only be contemplated where there are tangible benefits. Collaborations are time consuming especially if they involve multiple parties and the benefits are often only realisable in the long term. They require investment up front and the pay back often takes some time and may involve short term pain, cost increase or deterioration in service. The reality is that given the

financial position that authorities and forces are facing at the moment this is a particularly challenging time to introduce changes requiring up-front investment where the pay back may be quite long term and it would be helpful if this were acknowledged by the Government. Collaboration should also be undertaken with the partner best placed to deliver benefits whether that is another police authority, another local partner such as a local authority or indeed the private sector.

A good example of the benefits which can be delivered by collaboration is the West Coast Consortium project for the procurement of forensic services. This 14 force consortium has delivered real and tangible benefits to the participant authorities and forces in terms of cost savings but has also improved turn around times and brought other service improvements. The economies of scale of joining 14 forces and authorities have helped drive these improvements but also provided robustness at a time of challenging national change in this area, again greatly benefiting those authorities and forces involved.

2. Which bodies should take on the functions of the National Policing Improvement Agency when it is phased out?

Whilst the Authority was not convinced that all of the work streams previously carried out by the Agency added value, announcing the wind down of the agency at such a critical time of budget cuts and structural reform has posed additional challenges for the Police Service. The most valued aspect of their work is that of identifying and promoting best practice amongst forces and authorities—there is currently no other body who would be appropriate to deliver this however but a revised ACPO may be able to carry out this role.

3. What advantages/disadvantages would the new National Crime Agency, as proposed by the Government in Policing in the 21st Century, have over the existing Serious Organised Crime Agency?

The Authority has concerns regarding national tasking in relation to serious organised crime. The South West region launched a regional approach to serious organised crime last September, a partnership known as Zephyr established with Home Office support. Zephyr involves a dedicated team led by Avon and Somerset police officers working with four other Constabularies to disrupt, dismantle and convict offenders involved in cross-border serious and organised crime.

We are unclear how Zephyr and other similar regional initiatives will work with the NCA. Whilst some crimes of this type such as cyber crime are probably best co-ordinated nationally, we are not convinced that a national tasking approach across the board will be the best solution for serious and organised crime.

4. What should be the governance and accountability arrangements for the proposed new National Crime Agency?

If a National Crime Agency with wide reaching powers is to be established it is important that representatives of local people are given an opportunity to provide oversight, challenge and governance. It is also important that some of this challenge should come from people outside the police force.

5. What should be the role of ACPO in the new landscape?

There should be a strong role for a nationally organised, professional and transparent organisation representing Chief Officers within the police service. ACPO currently carries out valuable work in providing leadership on a national portfolio basis and it is important that this continues and is enhanced. The role of identifying and promoting best practice nationally is one which could conceivably be carried out by ACPO in a revised format.

March 2011

Further evidence submitted by Avon & Somerset Police Authority

The relevant part of the South West One Transformation Contract refers to £15 million assured procurement savings.

In terms of level of procurement savings, these are reported regularly to public meetings of the Police Authority—the latest copy of this report is attached. This headline report refers to the latest level of savings and the different categories of savings being £5 million delivered; £6 million future agreed anticipated savings; and £10 million Projected “pipeline”. This is after just over three years of a 10 year project. The headline savings figures presented are underpinned by a robust benefits tracking system which has been reviewed by a number of external bodies including HMIC and our auditors RSM Tenon—the same report from the auditors from December last year that Mr Liddell Grainger quotes from in his comments refers positively to this benefits tracking system for example “... there is also a sophisticated benefits tracking tool available as part of Southwest One used for procurement and benefits generally.” “... the data and outputs have been used particularly effectively for tracking procurement savings ...” These figures have indeed developed over the last year as you would expect with this type of system. We believe these figures and processes robustly support our original submission.

Mr Liddell Grainger refers to start up costs. Our submission referred specifically to procurement savings rather than an overall net saving position for the project as a whole and we stand by the figures presented. There are a number of costs involved in the project as well as additional savings such as the savings predicted on delivery of the core service. These savings necessarily involve estimates and assumptions as it compares costs with the level services would have cost if the project had not been carried out however this analysis predicted that savings in excess of the original investments would be made on the core services (excluding procurement savings) and the service charge is still being reduced in accordance with this profile.

The value for money report which Mr Liddell Grainger quotes from was a report commissioned by this Authority to get an independent view on Avon and Somerset's value for money position including Southwest One. It was an overwhelmingly positive report and I attach it in full for reference—the first line of the conclusion was “Overall, the approach to value for money and business transformation within Avon and Somerset was found to be robust, embedded and consistent”.

July 2011

Written submitted by Metropolitan Police Authority

1. Summary

1.1 The Chair of the Metropolitan Police Authority (MPA) welcomes the opportunity to submit evidence as part of the Home Affairs Committee's inquiry on the New Policing Landscape to assess the extent to which the government's proposals, as set out in Policing in the 21st Century, will enhance the efficiency, economy and effectiveness of the police.

1.2 For the purposes of this inquiry, we have given our views based upon the Committee's specific interests of procurement, collaboration and bureaucracy; the National Crime Agency proposals and; the Association of Chief Police Officers.

2. Procurement, Collaboration and Bureaucracy

2.1 We welcome the moves the government is making to remove the barriers to collaboration and procurement. We also welcome the moves to remove unnecessary bureaucracy. The appendix outlines a list of opportunities we presented as part of our response to the Home Office's Policing in the 21st Century consultation. We are pleased that many of these have been addressed.

2.2 We have concerns about the mandation of contracts, particularly in ensuring value for money and resilience and especially when there is only one supplier as is the case with a mandated framework now in place.

2.3 We also feel it is vital that opportunities for agreements for shared support services with bodies other than police forces are enabled, for example the Greater London Authority.

3. The National Crime Agency proposals

3.1 Whilst we have no concerns with the principles behind the establishment of the National Crime Agency (NCA), the proposals outlined in the government's plans are not clear. Whilst there is some clarity about role and purpose—for example the focus on serious and organised crime, and borders—it would also appear that the NCA will become the home for several NPJA functions that do not fit neatly elsewhere.

3.2 Authorities have had a positive experience of the counter-terrorism model of delivery where a national resource is based within lead forces with tasking and co-ordination linked locally and nationally. This experience has not always been found to be the case with the existing, separate Serious Organised Crime Agency. Placing responsibility for tackling serious and organised crime with Forces, in a similar way to counter-terrorism, will both enable co-ordinated policing activity and reinforce the need for the Mayor's Office for Policing and Crime (MOPC) and Police and Crime Commissioners (PCCs) to engage in policing governance outside their area.

3.3 The NCA should be transparently accountable to an oversight body with full tripartite membership, including a statutory place for the MOPC, in view of the significant links between the NCA and the MPS.

3.4 We understand that there are benefits to be gained from bringing Child Exploitation and Online Protection Centre under the umbrella of the NCA, given the “back office” efficiencies that could be gained and the potential for improved transparency and accountability. However, this cannot be at the expense of resources currently devoted to front-line policing in this area.

3.5 We feel that further clarity is required surrounding the dissolution of NPJA.

4. Association of Chief Police Officers (ACPO)

4.1 We are concerned about the apparent lack of accountability of ACPO as a result of their status as a limited company. Police authorities have historically struggled to achieve transparency and good governance

in the aspects of operational policing delivered through ACPO—the issues around the national public order intelligence unit and Project Champion (Covert CCTV implementation in the West Midlands). The government channels significant funding streams through ACPO so any reform needs to consider how governance of those resources can be improved. That is not to say that there have not been some significant achievements—the establishment of regional intelligence units and counter-terrorism units should be seen as successes.

4.2 Much of the current bureaucracy and culture of the police service has been generated by ACPO providing “guidance” which frequently runs to over 100 pages and individual ACPO officers pursuing short-term initiatives, but which leave long term legacies. On current experience it is not clear ACPO has the ability to promote or support “the greater use of professional judgement by police officers and staff” as indicated by the Home Office’s consultation document, given the immediate need for a more flexible, skilled, motivated and representative workforce. Essentially ACPO is a staff association representing chief police officers and we, therefore, do not support its role in professional leadership development. We would urge the government to look to other sectors eg health for best practice on professional associations.

4.3 We support the move to change the culture towards better use of professional judgement, however. The current culture is built on the command and control model and strict adherence to standard operating procedures and guidance. Public and local community perceptions of policing suggest that less than a quarter of the public think that policing in their area has improved, and less than half think that increases in council tax to pay for improvements to local policing have delivered good value for money. Large majorities of the public agree that the police spend too much time in police stations and not enough time on the beat; they prefer to focus on easy targets like speeding motorists rather than dealing with antisocial behaviour and local crime and nearly three-quarters of the public do not know any of the police officers in their neighbourhood. The PCC/MOPC needs to have the powers to work with officers to examine internal processes and doctrines which lead to unnecessary bureaucracy.

March 2011

APPENDIX

We have a number of suggestions for opportunities to cut bureaucracy in the police service.

Pay and Conditions for Police Officers and Staff

- Abolish the Senior Appointments Panel for ACPO officers.
- PNB/PAB—abolish centrally negotiated terms and condition or remove HO from Official side and leave to ACPO and APA.
- Remove role of Home Secretary to ratify PNB agreements.
- Establish a Pay and Conditions Review Body—Home Office not part of this body which leaves Home Secretary free to have the final word.
- Amend accrual arrangements for pensions.
- Implement Reg A19 for officers with 30 years service.
- Abolish Special Priority Payments for police constable.
- Abolish Competency Related Threshold Payments for those at the top of their pay spine.
- Abolish housing and rent allowance for those officers still in receipt of allowances.
- Abolish Post Related Allowances (“big job payments”) for Chief Supts.
- Abolish bonuses and Performance Related Pay for Superintending and ACPO ranks.
- Amend overtime regulations to provide for a single flat rate regardless of circumstances or notice period.
- Abolish regional allowances, ie London Weighting, London Allowance, Location Allowance, South East allowance and introduce regional pay; allow local/regional negotiations based on a single national pay spine. Progression should be based solely upon performance and skills acquisition with no more than five spine points per rank.
- Introduce a “Presence Allowance” only available for those who perform operational, 24/7 roles.
- Scrap all other discretionary allowances.
- Reduce number of ranks (Ch Inspector and Ch Supt ranks were deleted from the structure as a result of the Sheehy review but subsequently re-introduced).
- Encourage forces to adopt consistent models of supervision and “spans of control” for Federated ranks thereby reducing management numbers.
- Introduce an early leavers “redundancy” package or short service payment for those who no longer wish to be police officers.
- Bring most police terms and conditions under normal employee legislation.
- Remove right to strike for key workers, eg PCSOs, DDOs, custody nurses.

- Allow Chief Constables to implement shift patterns to match supply to demand and remove the need to “agree” shift patterns with staff associations.
- Abolish 10 hour and 12 hour shift systems which can result in officers having blocks of five or six rest days. This would lead to an increase in the number of shifts, reduced overtime and reduce the number of officers with second jobs.
- Revise the provisions of the Police (Health and Safety) Act 1997, as currently constituted, as they apply to operational policing activities, eg Stockwell.
- Renegotiate the Hertfordshire Agreement on mutual aid.
- Abolish the Integrated Competency Framework and replace with three policing domains (leadership, business and executive policing skills).
- For all or most of the above use Home Secretary’s determinations to introduce “fast time” changes.

Professional Standards

Police Pension forfeiture—abolish the requirement to apply to the Home Secretary for certificate of forfeiture (Reg K5(4))

- Business interests appeal—abolish the right of appeal to the Home Sec (Reg 7 (5)).
- Restrict business interests further to prevent officers having second jobs.
- Simplify complaints and conduct regulations for all officers.
- Review role of IPCC.

Home Office

- Re allocate responsibility for data accuracy from HMIC/Audit Commission to local oversight bodies.
- Abolish league tables/PPAF/ADR returns and IQUANTA.
- Abolish PSA, LAA measures.
- Reduce duplication of functions and responsibilities between central govt and NDPBs for example Equalities and criminal/statistical information within the Home Office and the separate organisations of Equalities and Human Rights Commission (EHRC) and Office for National Statistics (ONS).
- Streamline funding process for CT and revise ACPO TAM to ensure effective governance and oversight.
- Review protection arrangements and DSP funding.
- Review and simplify funding formula.
- Abolish ring fenced funding—just prescribe what has to be delivered.
- Revise National Crime Recording Standards (NCRS).
- Abolish NPJA—MPS to undertake major ICT programmes and procurement, Police training delivered regionally through commissioned programmes, HMIC to incorporate improvement interventions, stop other activities such as SCAS, Digest.
- Clarify role of SOCA and regional capability (use CT as a model).
- In light of announcements of Audit Commission clarify role of HMIC and NAO.
- Abolish requirement for Police Authorities to submit policing plans to HO, and to produce an Annual report in a prescribed format.
- Review added value of centrally led national boards and bodies.
- Review and scrap doctrine, guidelines and best practice tool kits.
- Stop plethora of publications all purporting to deliver good practice.
- Commission others to do the work, not do it itself.
- Ensure that consistent and complimentary targets are developed throughout the Criminal Justice System so that the police are not working to different targets to other CJS agencies (PPSO).

Criminal Justice

- Create one overarching body in London.
- Avoid perverse incentives re performance measures.
- Fund the roll out of Virtual Courts.
- Amend guilty plea tariff so that there is an increased tariff for changing from not guilty to guilty plea on day of trial—try and discourage this practice as the cost to the criminal justice system is excessive and there is no penalty currently for the individual.
- Increased use of joined up IT—link with court closure and video evidence giving.

Policing Model

- Construct a National Policing capability model to ensure that a minimum capacity and capability is retained for protective services and key police functions.

Other

- Abolish National Fraud Authority.
- Review FOI—too many vexatious applications and/or media requests.
- Review Health and Safety at work Act 1974.
- Simplify and streamline public sector procurement regulations.

March 2011

Written evidence submitted by the Police Superintendents' Association of England and Wales (PSAEW)

The PSAEW represents police officers holding the rank of Superintendent and Chief Superintendent in the 43 Home Office Police Forces, British Transport Police, Civil Nuclear Constabulary and the Isle of Man Constabulary. Our members are the most senior operational leaders in the Police Service, and the Association is engaged at the strategic level of policing with the tripartite partners of ACPO, the APA and the Home Office, and also other key stakeholders such as HMIC and the NPIA.

Our members carry out a variety of senior leadership functions across the Service, including leading and managing Basic Command Units (BCUs), force level operational and support departments, and increasingly collaborative units, such as joint force serious and organised crime teams and professional standards teams. They regularly perform operational command roles such as that of Senior Investigating Officer in murders and other serious crime investigations, and tactical (Silver) as well as strategic (Gold) command roles for firearms incidents and other critical operational incidents. At a national level, we have members seconded to the Home Office, the NPIA and other national agencies where their expertise and experience inform policy making and the delivery of high-level national policing services.

Superintendents and Chief Superintendents are integral to the delivery of policing at local, force and national levels. They have a wealth of experience in:

- Service delivery.
- Managing performance.
- Partnership working.
- Working directly with communities.
- Commanding high profile policing incidents.
- Budgetary management.
- Human Resource management.
- Delivering local, force and national policing priorities.

The Association welcomes this opportunity to present a written submission to the Committee, however as there is limited space to fully respond to the Inquiry in this submission, the PSAEW would welcome the opportunity to give Oral Evidence to the Committee and elaborate further on some of the areas discussed.

1. Executive Summary

1.1 The PSAEW welcomes the Home Affairs Committee's inquiry into the New Landscape of Policing at a time when the Service is undergoing an unprecedented time and pace of reform. We understand that the Police Service cannot be totally exempt from public sector spending cuts and we recognise that these reforms do present opportunities to affect change that, if undertaken properly, and in the right areas, will result in a leaner, more efficient Police Service. But we cannot ignore the fact that the cumulative effect of this reform will have a significant impact on the Service at a time when there are increasing demands and expectations placed upon it to deliver first class policing to our communities and, in so doing, demonstrate value for money.

1.2 It is important to remember that UK policing has an enviably high worldwide reputation. Our policing is regarded as ethical, professional and overwhelmingly free of corruption. The principles of protecting the public, tackling crime and serving local communities must remain paramount, and whatever the consequences of the current reform programme, we all have a duty to ensure that the British Police Service remains, as the Prime Minister said "...the finest force in the world."²⁴

1.3 Whilst acknowledging the need to reduce the National Debt, the PSAEW believes that the pace of police reform should be slowed to enable a Service-wide review of policing that would pull together the existing

²⁴ (Hansard, Column 296. PMQ's) 16 March 2011

strands of reform and provide a clear vision for the future. An appropriate policing structure to deliver that vision could then be developed.

1.4 Due to the word limit on this submission it has not been possible to provide adequate responses to each of the particular points of interest identified by the Committee, thus this response has focused on those areas that are of particular interest to the Association. They are, in short: The Future Role of ACPO; NPJA Functions; Bureaucracy; and Collaboration. Our thoughts on the impact of police reform on equality and diversity are also included.

2. *What should be the role of ACPO in the new landscape?*

2.1 The PSAEW has long agreed with the ACPO President Sir Hugh Orde's view that the current status of ACPO is unsustainable. It is expected that the *Review of Police Leadership and Training* by Peter Neyroud will propose that ACPO is replaced by a Professional Body for Policing, representative of the whole Service and not just chief police officers. The principle of such a body is one that the PSAEW can support, providing that is genuinely inclusive and representative at all levels in both its operation and governance. This body should not, however, replace the representative Staff Associations.

2.2 The PSAEW has a very specific role representing the senior operational leaders of the Service. We are in a unique position to recognise issues from both the strategic and operational perspectives and this helps us to achieve a balance that can often reconcile differences between chief officers and practitioners. The PSAEW believes that, as the most senior operational officers, we should have an appropriate role in the governance of the new Professional Body, and along with the Federated ranks should be a visible part of the decision making process when it comes to reform and modernisation.

2.3 We also recognise there should still be a role for a forum for Chief Constables within the Professional Body to deal with operational issues such as the Police National Information Co-ordination Centre (PNICC) and interoperability that require the oversight and agreement of the relevant Chief Constables.

2.4 The work carried out by ACPO in relation to developing national policy and standards should not be lost in the transition to a Professional Body and greater involvement of our members and Federated ranks in the development of such work would benefit the whole Service.

3. *Which bodies should take on the functions of the National Policing Improvement Agency (NPIA) when it is phased out?*

3.1 The PSAEW recognises that some of the serious and organised crime responsibilities of the NPIA will move to the proposed National Crime Agency (NCA), and leadership development is likely to move to the proposed new Professional Body. However, we have concerns about the proposed timescales and financial arrangements for these handovers, and the fact that there are some functions that do not appear to sit naturally with these, or any other body.

3.2 The NCA is likely to become operational in 2013, one year after the NPIA should be phased out, and the proposed Professional Body, even if agreed, could take several years to establish. Furthermore, funding for NPIA functions is likely to run out during this time and it is still not clear what the future funding arrangements, if any, will be. A key question in this regard is whether other organisations are expected to take on responsibility for these vital policing functions, and fund them from their already depleted budgets?

The functions that most concern the Association are those such as:

- Airwave.
- DNA Database.
- Police National Database.
- Police National Missing Person Bureau.

3.3 With just 12 months to go until the NPIA is due to be phased out there is still no indication as to who will manage these functions in the future. The PSAEW can suggest no easy answer to this problem, other than creating a new body, but it must be resolved sooner rather than later.

4. *What progress has the government made so far, and what further steps it should be taking, in driving the removal of unnecessary bureaucracy in the police service?*

4.1 For many years the issue of cutting through red tape and reducing bureaucracy has been high on the agenda of both the Government and the Service, most recently with Home Secretary Theresa May promising:

*"Frontline staff will no longer be form writers but crime fighters: freed up from bureaucracy and central guidance and trusted to use their professionalism to get on with their jobs."*²⁵

4.2 With the exception of the abolition of the stop and account form, however, little progress appears to have been made in respect of this. The PSAEW acknowledges that ACPO is leading on this work, but now, more than ever, the Service and the Government need to act to overcome the apparent inertia in this area.

²⁵ Policing in the 21st Century: Reconnecting police and the People, The Stationery Office Limited, July 2010. p3

There will be fewer police officers and staff in the future and a reduction in bureaucracy will be essential to maximise the efficiency and effectiveness of the Service.

4.3 There is a particular burden of bureaucracy on PSAEW members in relation to the Regulation of Investigatory Powers Act (RIPA). We acknowledge the need to properly record decisions relating to civil liberties and freedom, however on occasions this can be disproportionate, such is often the case when authorising basic (directed) surveillance which can require a disproportionate amount of paperwork.

4.4 It is the view of the PSAEW that some of these issues are caused by the regulatory regimes, with covert policing being inspected by the Office of the Surveillance Commissioner (OSC), Intelligence Services and the Interception of Communications Commissioner's Office (IOCCO), and in the case of CCTV and ANPR the Information Commissioner also has a role to play (with the Protection of Freedoms Bill proposing a separate CCTV Commissioner). The oversight of covert policing has become disproportionate which in itself creates further bureaucracy. Could one privacy Commissioner not oversee all of these issues thus reducing the regulatory burden on statutory law enforcement bodies that are usually reasonably compliant?

4.5 There also remains an over-reliance on adhering strictly to what, on occasions, is over-complicated guidance and doctrine in the Police Service, which can restrict officers from using their discretion. We understand that ACPO is attempting to rationalise the current situation in relation to doctrine, however we believe that it will require a significant cultural shift to give officers the confidence to make common sense judgements and become less risk averse.

4.6 Many of the inefficiencies in relation to bureaucracy relate to the paperwork involving to the criminal justice process, and it is critical that the Police, Crown Prosecution Service and Courts' Services work closer together if improvements are to be seen in this challenging area.

5. What progress has the government made so far, and what further steps it should be taking, in driving greater collaboration between forces and other partners, from both private and public sectors?

5.1 The rationale for, and the scope and nature of collaboration across the country has varied considerably since 2005 following the publication of "*Closing the Gap*" by HMI Sir Denis O'Connor resulting in a "patchwork quilt" of models and a lack of consistency in relation to any framework or operating model.

5.2 The "laminated model" which we understand is currently being considered by the High Level Working Group²⁶ appears to be an opportunity to make the best from the present piecemeal picture of collaboration that has developed over recent years. The PSAEW, however, suggests that a more effective way to address this would be through a fundamental review of policing since the focus on structure appears to be taking place without any National strategic vision for policing in the future—it feels like pieces of the new policing jigsaw are being put together in different places without having agreed what the picture on the box should be.

5.3 It is right that as part of the reform programme the Service should rigorously examine every system and process, and reduce wherever possible bureaucracy, duplication and unnecessary paper work. We have to be innovative and imaginative in how we share services and procurement, including the use of the private sector, but surely it would help if everyone was working towards the same vision.

5.4 It is the PSAEW view that it is time to "put a foot on the ball" in terms of structures and to enter into a more mature and informed Service-wide review of what the Police should be doing and how they should do it. There has not been such a review for 30 years, and while some of the reports and reviews on the subject of policing have produced some credible ideas for improvement to the various component parts of policing, they have never been analysed in the context of a more fundamental change to the Police Service as a whole. Such a review could also consider the role of the private sector in policing and collaboration with other public sector bodies to ensure the best service to the public.

5.5 Once a review and a vision are in place, then the most appropriate structure to deliver policing services could then be developed. The PSAEW believes that the structure should be built from the bottom up, with local/community policing as the foundation, indeed the PSAEW has long advocated the need for such a reform of the Service.²⁷ In addition to the obvious benefits in economies of scale and savings in procurement, a leaner Police Service for England and Wales would also achieve a consistency of approach unlike that which varies widely between each force at the present time.

6. Equality and Diversity

6.1 Whilst equality and diversity issues have not been raised as a specific issue by the Committee, it is the view of the Association that the somewhat disjointed approach to police reform raises issues regarding equality and diversity which should receive significant attention. As a starting point the majority of forces across the country have not recruited new officers into the Service for the last year, and many have indicated that this will continue for the foreseeable future. After many years of progress in relation to the successful recruitment

²⁶ The High Level Working Group is chaired by the Minister for Policing and Justice and members include Home Office officials and representatives from ACPO, the APA and NPJA, but not the PSAEW despite the fact that we feel that we could make a positive contribution to this group

²⁷ "Moving Policing Forward—Proposals for the Future" 2004—PSAEW second submission to the Green Paper, "Policing: Building Safer Communities Together" 2003

of candidates from minority groups, this recruitment has effectively stopped. Furthermore there are fewer opportunities for officers to move into specialist roles or seek promotion, and so the progression of those from minority backgrounds is at risk, which could lead to retention issues.

6.2 Furthermore, the proposed educational qualification in policing which we anticipate will feature in the Neyroud Review will also have a greater impact on those with families, primarily women and particularly single-parent households. It should be made clear that these and other issues potentially create barriers to women and people from other minority groups entering the Service, and will delay the push towards a properly representative Police Service which reflects the community it polices.

6.3 The Winsor Review proposes an expertise allowance, which will potentially have an unfavourable bias against women due to the fact that many of the specialist roles it is proposed will qualify for this (such as firearms and public order) more readily attract men, as is overwhelmingly evidenced by current statistics.

6.4 It is crucial that someone has oversight of the cumulative impact of these reforms—at the moment there appears to be no indication that this is happening.

7. Conclusion

7.1 The PSAEW shares the Government's appetite for reform, and we have been consistent in our approach to the issue of change in the Police Service. We believe that we can do this from a position of strength, because our Service is not in crisis: recorded crime is at its lowest for 30 years and the Service is regarded as the best in the world.

7.2 The urgency of progressing the police reform agenda, however, must not lead to unintended consequences and in particular we must ensure that "value" is put ahead of "cost". The cheapest option is not always the right option for the public or the Service.

7.3 The PSAEW's view is that current debate about the policing "frontline" is not particularly helpful and does a great disservice to everyone in policing who makes a contribution to fighting crime and protecting the public by trying to pigeon hole them into abstract definitions such as frontline, middle and back office. What is important is not artificial labels, but what service we actually provide to the public.

7.4 Policing is about the prevention, detection and investigation of crime and disorder, patrolling or responding to calls from the public, safeguarding the public, preservation of The Queen's peace, protecting life and property including the security of the state, and includes exercising the powers of a constable and exercising the rank based on statutory authorisations set down by Parliament. These duties are performed by police officers and police staff irrespective of rank, whether they are visible to the public, or in uniform. It is time to move on from the sterile debate about what constitutes the front line and concentrate on delivering a first class service that is value for money and protects our communities.

7.5 Too often, the debates about modernisation and reform are focused on finance. We should also remember that there are many improvements in quality of service which would cost nothing, but are frequently overlooked: standards of appearance, and politeness and civility when interacting with the community are two such examples, and as the senior operational leaders in the Service we understand our responsibility to encourage improvements such as these.

7.6 Essentially, our focus in creating a new landscape for the future of policing is every member of the public—each citizen in England and Wales. Their families, homes, communities and businesses remain our primary concern, and our mission has always been and will continue to be steadfastly directed at delivering the most efficient, effective and best Police Service for our communities.

March 2011

Written evidence submitted by LGC Forensics

Executive Summary

1. LGC Forensics is the largest independent provider of forensic science services to police forces and other law enforcement agencies in England and Wales, with c.550 staff working across eight facilities.

2. Over the past decade, successive policy developments have led to the opening up of the England and Wales forensic science market to independent providers, culminating in the North West, South West and Wales ("NWSWW") pilot tender in 2007–08 and the National Forensics Framework Agreement ("NFFA") which was established shortly thereafter.

3. The NFFA is an example of a procurement framework which has driven significant value for police forces and the wider Criminal Justice System ("CJS"). The December 2009 Home Office paper *Protecting the Public: Supporting the Police to Succeed* concluded that "The NFFA . . . has reformed the way in which . . . [forensic analysis] services are procured. It is improving the Service and saving money."

4. We believe it is critical that the recently announced wind-down of the Forensic Science Service (“FSS”) is not allowed to interrupt the virtuous circle of clear policy direction in the provision of forensic science, leading to increased private sector investment, leading to improved outcomes for the CJS.

5. We also note that the outsourced market currently only represents a small proportion of the wider forensic science market—extending from recovery of evidence from the scene of a crime to the presentation of evidence in court. Opening up this wider market to competition would be a positive step towards incentivising continued private sector investment in the market. Moreover, we believe that such a step would deliver significant savings to police forces.

LGC and LGC Forensics

6. LGC was founded almost 170 years ago as the Laboratory of the Government Chemist. It was privatised in 1996 and has since grown to become an international science-based company and market leader in forensic, analytical and diagnostic services and reference standards. LGC operates internationally through four divisions—LGC Forensics, LGC Standards, LGC Genomics and LGC Science & Technology. LGC is headquartered in London and employs over 1,400 staff in 28 laboratories and centres across Europe, India, China and the USA.

7. LGC Forensics has been operating in the forensic science market since 1991 and has grown to become the largest independent provider of forensic science services to police forces and other law enforcement agencies in England and Wales, with c.550 staff working across eight facilities. LGC Forensics is a full service provider, being approved to tender for work under each of the 14 different lot areas in the NFFA, under which tenders for forensic services are made.

8. LGC Forensics’ technical capability extends across the full breadth and depth of forensic science services, from high throughput analytical tests (such as DNA profiling and drug identifications), to complex casework involving hundreds of exhibits, to specialisms such as ballistics and digital and document forensics.

9. LGC Forensics has a wide breadth of customers: we have worked with every police force in England and Wales as well as UK Government agencies including MoD, DWP and HMRC, while internationally we have worked with a range of overseas governments and law enforcement agencies. LGC Forensics currently has c. 20% of the external police forensic science services market in England and Wales.

10. In this submission we will address two of the three bullets under the first point in the inquiry’s remit, namely: “What progress has the Government made so far, and what further steps should it take, in driving: a) More effective procurement in the police service; . . . ; c) Greater collaboration between forces and other partners, from both the private and the public sectors.”

11. All of our points refer to the forensic science services market in England and Wales only.

More Effective Procurement in the Police Service

12. The merger of the Metropolitan Police Forensic Science Laboratory (“MPFSL”) with the FSS in 1996 created a national organisation focused on the provision of forensic science services. The enlarged FSS was a public sector owned, monopoly provider of forensic science services.

13. Over the past decade, successive policy developments have led to the opening up of the England and Wales forensic science market to independent providers, culminating in the NWSWW pilot tender in 2007–08 and the NFFA which was established shortly thereafter. The clear policy direction and market framework which emerged through this period was a critical precondition for LGC Forensics and other independent providers to invest in developing competing operations to the FSS.

14. The emergence of competitors to the FSS has delivered a wide range of benefits, including:

- significant cost savings to police forces. The December 2009 Home Office paper *Protecting the Public: Supporting the Police to Succeed* made the following comments about the NFFA: “Early indications are that forces save 10% on DNA services and around 12–15% on drugs services. The total forecast benefit from 2008–09 to 2012–13 is over £15 million, with some £4 million from reducing transaction costs and some £11 million on cost reduction eg through better pricing.”;
- significant acceleration of detection rates through reductions in turnaround times (from several weeks to a few days) and the emergence of a standardised performance framework around turnaround times; and
- the regularisation of work types, facilitating consistency of service and competitive benchmarking of providers against each other (eg on DNA success rates, which measure the ability of competing providers to extract a DNA profile from a sample type).

Protecting the Public concludes that “The NFFA . . . has reformed the way in which . . . [forensic analysis] services are procured. It is improving the Service and saving money.”

15. The benefits of a competitive market are best illustrated by a comparison with other countries which persist with failing public sector monopoly provision. These include Germany and the USA, both of which

have mounting backlogs of thousands of unsolved cases, long turnaround times of more than six weeks and escalating costs.

16. Hence the NFFA is an example of a procurement framework which has driven significant value for police forces and the wider Criminal Justice System (“CJS”).

17. However, since the 14 December 2010 Home Office announcement about the managed wind-down of the FSS, the NFFA has been delayed and uncertainty has arisen about the future procurement framework governing forensic science services.

18. Given the benefits cited above, it is imperative that the closure of the FSS is not allowed to interrupt the virtuous circle of clear policy direction, leading to increased private sector investment, leading to improved outcomes for the CJS.

19. If this danger is to be avoided, it is critical to ensure that the wind-down of the FSS leaves a market which is both clearly defined, and of a sufficient size to attract continued private sector investment and to support a number of significant market participants.

20. We note that the external market currently only represents a small proportion of the wider forensic science market—extending from recovery of evidence from the scene of a crime to the presentation of evidence in court—which is estimated to be worth c.£340 million to £360 million in England and Wales. Opening up this wider market to competition would be a positive step towards incentivising continued private sector investment in the market. Moreover, we believe that such a step would deliver significant savings to police forces, through introducing more efficient working practices.

21. Critical ongoing investment into research and development will also be safeguarded if the market is of a sufficient size. In the current financial year, LGC Forensics is investing c.10% of turnover on research and development to ensure that we are at the very forefront of innovation in forensic science. This includes the development of RapiDNA—a revolutionary system for DNA profiling at a crime scene. This innovation will reduce the time taken to identify suspects from three days to less than an hour, which will have a dramatic effect not only on the speed, but also the cost of crime detection.

Greater Collaboration between Forces and Other Partners, from both the Private and the Public Sectors

22. LGC Forensics and our competitors have a long history of working successfully as partners with police forces across England and Wales to deliver successful outcomes for the CJS. We are keen to build on and improve those relationships while supporting the forces through times of budgetary constraint.

23. The success of the NFFA demonstrates that the private sector can work successfully alongside the police forces of England and Wales to deliver high quality forensic science services at lower cost. In the recent past, however, the external market has been characterised by a significant (c.20%) reduction in submissions, as police forces have responded to spending constraints by reducing external spend and in-sourcing work.

24. Increased levels of in-sourcing threaten to undermine private sector providers’ confidence in the market, particularly where discrepancies exist in the application of quality standards and there is no transparency around the business cases which drive in-sourcing decisions.

25. In order to ensure that the successes achieved under the NFFA continue going forwards, it is critical to ensure that the wind-down of the FSS leaves a market which is both clearly defined and regulated, and of a sufficient size to attract continued private sector investment and to support a number of significant market participants. Improved clarity around future market direction would allow LGC Forensics and others to commit to greater investment, with obvious benefits for our customers.

26. Moreover, we believe that there are potentially significant benefits associated with opening up the wider, end-to-end forensic science market to private sector participation. Given the straitened public finances, we believe that greater collaboration between the private sector and the police forces of England and Wales will be the key to achieving more for less.

March 2011

Written evidence submitted by the NSPCC

1. Background: The Importance of Police in Protecting Children

Police services form an essential part of the protection that our society offers to vulnerable children. Police forces play an integral role in preventing cruelty to children, for example by:

- Taking a child into police protection if they have reasonable cause to believe they would otherwise be likely to suffer significant harm.
- Making referrals of suspected abuse cases to children’s services.
- Running Family Protection Units with experienced staff who are trained in interviewing children.

- Training a child protection team police officer who will always be involved with social workers when there are concerns about child sexual abuse.
- Investigating cases of suspected abuse to establish if a criminal offence has occurred, often in a “joint investigation” with social workers to ensure children don’t have to give the same information in two different meetings.
- Assisting in the management of sex offenders and violent offenders in the community.
- Combating issues such as domestic violence and child trafficking.

2. Scope of Our Response

Within this submission we will respond on each section where we feel that there may be an impact on child protection. We will in particular respond to the following sections set out in the terms of reference by the Committee:

- The removal of unnecessary bureaucracy in the police service.
- Where in the proposed new landscape would the Child Exploitation and Online Protection Centre best sit?

In addition, we refer briefly to the impact of the introduction of elected Police and Crime Commissioners within the Police Reform and Social Responsibility Bill.

3. The Removal of Unnecessary Bureaucracy in the Police Service

3.1 Guidance

3.1.1 We understand that the range, breadth and depth of statutory, non-statutory and best practice guidance may be overwhelming, creating a significant challenge for police officers to be fully conversant with it. However, police officers need to be sufficiently skilled to work effectively in matters relating to child protection. Therefore, the NSPCC recognises that there is a need for ongoing training supplemented by clear and detailed guidance on areas of policing that encompass child protection. Information needs to be authoritative, current, easily accessible, readily understood and free to the recipient if it is to reach the widest professional audience. Guidance should set out lines of accountability, roles and responsibilities and include examples of best practice.

3.1.2 Guidance does have a particularly important role in providing clarification on process and best practice for issues such as Female Genital Mutilation, Forced Marriage and the use of extra-territorial legislation. These are complex issues that officers may not encounter regularly so it is important they are able to access specific guidance and direction.

3.2 Data Collection

3.2.1 The Government says in its response to the Police Reform and Social Responsibility Bill’s public consultation document that it wants to “reduce centralised performance management and the data requests placed on forces in order to free up the police to focus on local priorities”²⁸ and that it will review annually the data requests made of police forces by the Home Office.²⁹ However, the collection of key child protection data at a national level by police forces can help inform the development of strategies and policies to protect children. The NSPCC has called for the collection of clear and detailed data on the levels of recorded sexual crime against child victims. It is essential that certain data is collected systematically and consistently across police forces so that it can be compared to inform public policy on child protection.

3.2.2 The NSPCC considers that there is an urgent need for a clear and detailed breakdown of the levels of recorded sexual crime against child victims. This information needs to be collected and analysed centrally and there needs to be a separation of the offences committed against children. We consider that the police should be required to record this information systematically and return it to the Home Office every year. This critical oversight and analysis of the scale of sexual violence committed against children is essential to inform the development of strategies and policies to protect children.

3.2.3 The Home Office should collect and publish this data annually. It should detail the number and ages of victims, and to clearly link this with the number of convictions, and other penalties, resulting from the recorded offences. We have also called for this kind of strategic mapping to be accompanied by an in-depth investigation of how crimes are dealt with at the level of individual forces through tracking a sample of specific cases from recording through to conviction to ensure that this process is as victim-centred as possible.

3.2.4 We accept that tracking data from when it is recorded, through to conviction can pose challenges, as the counting systems are not identical and it is a complex and long-term project. However, there is evidence that this can be done successfully, a similar process to track data from recording to conviction has been

²⁸ Policing in the 21st Century: Reconnecting police and the people Summary of consultation responses and next steps, Home Office (2010)

<http://www.homeoffice.gov.uk/publications/consultations/policing-21st-century/response-policing-21st?view=Binary>

²⁹ Ibid

undertaken in relation to rapes against adult women through a joint ACPO/Home Office project which investigated of the high level of attrition in rape cases.

4. *Where in the proposed new landscape would the Child Exploitation and Online Protection Centre best sit?*

4.1 The NSPCC is an active and committed partner of CEOP. We along with other partners worked to established CEOP in recognition of the need for a co-ordinated and holistic approach to the risks children face online. Technological developments and increasing globalisation have a well documented impact on child sexual abuse. We await clarification regarding the proposal to integrate CEOP into the National Crime Agency (NCA) and specifically the impact this may have on CEOP's ability to sustain its partnerships and retain its core child protection focus and protect children from sexual abuse.

4.2 As a partner of CEOP we contribute to the child protection expertise that has been developed within the organisation. We do this in a number of ways: through the direct secondment of child protection social workers; through sharing research and good practice; as a member of the partnership committee which oversees CEOP's strategic and operational plans; and as members of CEOP's main board. This ensures that child protection is embedded within the management and delivery of all activities and that safeguarding principles underpin all of the agency's activities. We consider that the multi-agency partnership approach has enabled the integration of child protection and law enforcement that has led to CEOP becoming recognised internationally as a centre of excellence for the protection of children from sexual abuse.

4.3 CEOP has successfully embedded multi agency principles within its operating model and we are concerned that the proposed changes may put this at risk. The current model is built on the principles of a partnership approach with multi-agency working being integral to the prevention of harm and enabling children and young people to benefit from the internet in safety. This partnership includes children and young people, the public, law enforcement agencies, the voluntary and community sector, industry and international partners. This has created a response that is genuinely focussed on the needs of children.

4.4 NSPCC Child Protection Social Workers are embedded within operational teams at CEOP. Evidence of the positive benefits of this multi-agency approach can be seen in the victim-led response to policing that CEOP has developed. The protection of children from further abuse is fundamental to every operational decision made. This is evidenced in the regularly reviewed child protection plans that are developed for each operation. The NSPCC believes that we have been able to develop this joint approach as a direct result of the clear focus of CEOP in combating child sexual abuse and exploitation online. This also enables the NSPCC to feedback learning from CEOP which assists us in the commissioning of our work to tackle sexual abuse and trafficking.

4.5 Similarly, the increased sophistication of the technology required for effective law enforcement to identify victims and to help to track illegal traffic requires that industry remain active partners. We understand that companies currently working with CEOP value its independence and it is important that any changes made to CEOP do not impact on the stability of these relationships. CEOP is supported by a network of partners who contribute both direct financial assistance and in kind support. 30% of CEOP's current funding is self generated.

4.6 Evidence has shown that child protection is so difficult that to be effective it requires strong organisational leadership and accountability. Merging CEOP into a larger body that does not have a specific child protection mission may place this at risk. The wider organisation may not share CEOP's clear child protection aims and expertise. Lord Laming in his 2009 review of children protection said "Effective leadership sets the direction of an organisation, its culture and value system, and ultimately drives the quality and effectiveness of the services provided. It is essential that there is a sustained commitment to child protection and promoting the welfare of children at every level of government and in every one of the local services."³⁰

4.7 Operational independence is necessary to enable CEOP to respond flexibly to identified risks and threats identified to children. New technologies and cheap travel have brought enormous opportunities to child sex offenders and as technology evolves and our understanding of the area develops it is essential that CEOP are able to respond to new threats. This will not always require a law enforcement approach. This may be much harder to achieve in an agency whose broad remit is to reduce organised crime. This view is echoed by a review of the status and governance of CEOP carried out in 2009. The Stephen Boys Smith (SBS) internal review of CEOP stated that the integration of CEOP into a law enforcement agency such as a local force "would in the long term be inimical to the work CEOP was set up to achieve."³¹ Child sexual abuse is not only committed by those involved with organised crime and we are concerned that CEOP would lose the ability to respond to the risks that are posed by individuals.

5. Elected Police and Crime Commissioners

5.1 As the Government has acknowledged in the policing White Paper, there are cross-cutting issues which are of such importance that they cannot be left to the local democratic process alone.³² Although local police priorities should reflect the needs of the communities they serve, the NSPCC believes there is a risk that the

³⁰ Lord Laming, (2009) *The Protection of Children in England: A Progress Report*. London: The Stationary Office. p.14.

³¹ Review of the Status and Governance of the Child Exploitation and Online Protection Centre, Stephen Boys Smith, June 2009

³² Policing in the 21st Century: reconnecting police and the people', HM Government, July 2010 (pg.19)

needs of vulnerable children will not be identified as a policing priority by all elected Police and Crime Commissioners under proposals in the Police Reform and Social Responsibility Bill.

5.2 The NSPCC is concerned that proposals in Part 1 of the Bill offer insufficient protection to vulnerable children. We support the Home Affairs Select Committee recommendation³³ for a core set of national priorities for Police and Crime Commissioners, which can be set by the Home Secretary through the “strategic policing requirement” in clause 79 of the Bill. The NSPCC recommends that child protection is one of these national priorities.

5.3 During Commons Committee stage, the NSPCC proposed an amendment to the Bill. Amendment 556 would have given the Home Secretary greater powers to ensure that elected Police and Crime Commissioners consistently carry out their policing duties in accordance with their duty under section 11 of the Children’s Act 2004 to safeguard and promote the welfare of children.

5.4 We ask the Government to offer greater safeguards than currently exist in the Bill to ensure that elected Police and Crime Commissioners prioritise child protection issues within their Police and Crime Plans.

5.5 The NSPCC also recommends that elected Commissioners are piloted and evaluated prior to a national roll-out. This would ensure that relevant lessons can be learnt, especially, though not exclusively, for child protection.

About the NSPCC

The National Society for the Prevention of Cruelty to Children (NSPCC) aims to end cruelty to children in the UK by fighting for their rights, listening to them, helping them and making them safe. We share our experience with governments and organisations working with children so together we improve the protection of children and we challenge those who will not learn and change. We campaign for better laws and we educate and inform the public to improve understanding about child abuse. Our services include the NSPCC Helpline, for adults worried about a child, and ChildLine, the UK’s free, confidential helpline for children and young people.

March 2011

Further written evidence submitted by Avon and Somerset Constabulary

Procurement

1. More effective procurement in policing has been a long stated aim of the government fuelled by commentaries such as Sir Phillip Green’s “six clear reasons why Government conducts its business so inefficiently” which are worth restating:

- Data is very poor and often inaccurate.
- Government acts as a series of independent departments rather than as one organisation.
- There is no motivation to save money or to treat cash “as your own”.
- There is no process for setting and challenging detailed departmental budgets.
- There hasn’t been a mandate for centralised procurement.
- There are inconsistent commercial skills across departments.

2. Clearly for policing, to avoid acting as 43 “independent departments” would require an increasing degree of mandation and we have seen this delivered through the NPIA (vehicles etc) but ironically at a time when the NPIA is about to be disbanded! There is a risk, therefore, that the necessary commercial skills referred to above will be lost. As far as motivation is concerned the CSR will have deterred the “cash as my own” treatment and without doubt we have entered a whole new era of increased budget scrutiny and challenge.

3. For effective procurement to take place there are a number of pre-requisites:

- Standardisation of product—this has proved a difficult nut to crack because not all Forces do things in the same way, there is no standard uniform, differences in vehicles, systems, weaponry, the list goes on. Perhaps making standardisation mandatory would be more effective than trying to mandate procurement; the latter would inevitably follow the former.
- Timing alignment—many opportunities to leverage procurement are lost due to the different contract terminations. Without careful co-ordination, new contracts are let and the cycle of timing remains out of sync. The objective must be to harmonise specific contracts to allow maximum negotiation advantage.
- Common purpose—there needs to be a collective purpose to ensure maximum delivery. The NPIA has been achieving this of late and it will be important to maintain the momentum.

³³ House of Commons, Home Affairs Select Committee Inquiry on Police and Crime Commissioners, HC 511, Dec 2010 p 23

- Well-established professional organisation—this is crucial to the success of collaborative procurement but sadly many of the necessary skills and experience are not present in many Forces and would take time and investment to achieve.

In addition to these pre-requisites it is important that procurement process can be flexible and can reduce or eliminate the risk of challenge.

4. The opportunity to benefit from national frameworks and national standards for generic goods and services is welcome. However it is important to retain sufficient flexibility to allow those Forces who are already in a position to secure goods and service more cheaply than the national approach to be allowed to do so. It is of concern that some of these could be compromised if certain national approaches are “mandated”.

5. Police forces are working hard now to find ways to cut costs. One way is to form public/private partnerships, or to outsource services. However the procurement route to fulfil this vision is protracted and expensive. Efforts should be made to streamline the processes and clarify the law and procedures to reduce fear of the risk of legal challenge. Lengthy and resource intensive processes are undoubtedly a feature of the reluctance of forces to collaborate with the private sector. When Avon and Somerset entered into the procurement that led to our Joint Venture, Southwest One, the entire process to contract sign took two years and cost £3 million.

6. Avon & Somerset use the services of SouthwestOne’s Strategic Procurement Service (SPS) which has the professional capability, the Police experience, the category planning ethos, the benefits tracking tools and implementation methodologies. On contract signature the company assured Avon and Somerset £15 million of savings and latest estimates now put this in the region of £26 million and they will continue to work to identify further saving over the life of the 10 year contract. Perhaps the government should consider the opportunity for SouthwestOne to continue the procurement service of NPIA on behalf of all forces. The benefit of this is that the infrastructure is already there, it would only be a matter of scaling up.

Bureaucracy

7. When the Constabulary embarked upon the Joint Venture, Southwest One, it invested in underpinning technology which delivers Employee and Manager Self Service, Purchase to Pay, HR, Payroll and Finance. A significant part of the challenge of implementation has been the necessary programming of standard software to understand the complexities of Police Regulations. Avon and Somerset now enjoys significant efficiency benefits from reduced paperwork, reduced manual handling in transactional processes, and robust business and financial controls. This working exemplar is a beacon of good practice. Many lessons have been learned, and work is still ongoing to finalise the delivery and implementation of some aspects of the programme. Avon and Somerset would welcome the opportunity to discuss this work further as there are potential benefits for the whole of the UK police service, from our investment.

Collaboration

8. There has been a lot of talk about greater collaboration between forces and partnering with both the public and private sectors but unfortunately a lot less action in terms of delivery. On the shared services platform only SouthwestOne, now in its third year, is delivering services to policing through collaboration with IBM and two Council partners.

- Saboteurs—there are those who will look to derail the success of the enterprise.
- “Nimbyism”/“Not invented Here”—there are some who will not wish to join the collaboration unless it is led by them even when the business case is quite clear.

9. Since signing our contract in March 2008, we have hosted over 30 visits of police forces, Home Office, Treasury and NPIA. We have presented our model at national and regional events all over the country. We also gave evidence to the Home Affairs Select Committee on Police Numbers in 2010. However there are still national working groups established to “start from scratch”, to design models for collaboration. It seems to us that no matter how much “good practice” is shared and showcased, there remains a perception of “risk” of challenge in a number of areas (procurement, vires, conflict of interest, employment law etc) which results in Forces and Authorities spending time and money seeking legal advice, or commercial consultancy; more often than not this results in decisions to draw back from the transformation that could otherwise be achieved through partnership with commercial organisations.

10. There also appears to be a reluctance to accept that commercial partners will always seek to make profit from collaborating with the police service. This results in local attempts to reorganise or restructure, before consideration is given to seeking a partner to deliver the change required. Avon and Somerset feels that the recent round of national meetings and conferences intended to bring the police and private sector together is a step in the right direction, to develop understanding within the service.

11. Despite the above, our experience shows that a successful collaboration will deliver results but, and this is absolutely crucial, timescales are long, investment costs are high, for 3rd party providers learning curves for policing can be quite steep given the complexities of our regulations. If the government is looking for cost efficiencies from collaborations unless they have already started, they need to look longer term.

12. Our additional advice to government would be do not reinvent the wheel but utilise those models already delivering. They will hit the ground running, their set up costs are for the most part sunk, they will already be well up the learning curve and difficult lessons have already been learned.

National Crime Agency

13. The key advantage of the proposed new National Crime Agency (NCA) has to be that with integration comes the opportunity to reduce cost and transform operational functions. We agree with the emerging views, from recent working groups organised by both the Home Office and ACPO, that the NCA should have an enforcement capability, a coordinating and intelligence role, a national tasking forum and have a local to international dimension.

14. The NCA should also accommodate what is left of the Serious and Organised Crime Agency (SOCA), Child Exploitation and Online Protection (CEOP), a border element and an economic crime capability. In addition it is advocated that it should own a national witness protection capability to keep this activity away from Senior Investigating Officers and investigating agencies. The US Marshalls is a possible model to consider which also deals with warrants and people fleeing from justice.

15. With regard to structure the concept of aggregating our Regional Intelligence Units, Confidential Units and SOCA elements, so as to have fewer of them but of a higher grade, is a good one. Rather than separate border policing we support the idea of a national border security group generating a national border security strategy and an associated action plan to be delivered by a national border policing command, chaired by the Chief Constable of the NCA.

16. There should be no transitional budget so costs are made up of pre-cursor budgets of existing organisations coming into the NCA. However it must be stressed again that the new regime should be cheaper and transformed rather than just a body to take on transactional functions currently held elsewhere.

ACPO

17. There is a recognition, led by ACPO itself, that it needs to change. ACPO currently carries out valuable work in providing leadership on a national portfolio basis and it is important that this continues and is enhanced. The role of identifying and promoting best practice nationally is one which could conceivably be carried out by ACPO in a revised format. There should be a strong role for a nationally organised, professional and transparent organisation representing Chief Officers within the police service.

March 2011

Written evidence submitted by Lancashire Police Authority

1.0 Introduction

1.1 Lancashire Police Authority (LPA) welcome the opportunity to submit evidence on the “new policing landscape” as set out in the Government’s consultation paper *Policing in the 21st Century: reconnecting police and public* and subsequently enshrined in the Police Reform and Social Responsibility Bill (the Bill). The Authority made a detailed submission to the Government consultation paper.

1.2 We support plans to ensure that the police service is citizen focussed and that the outcomes for local communities are at the forefront of that thinking. Lancashire was one of the first Constabularies to make a major commitment to the implementation of neighbourhood policing and was the only force to exceed the standard for neighbourhood policing at the HMIC.

1.3 We have submitted full responses both to Government and to this Committee making clear our position on the proposals in Chapter 2 of the consultation paper, strongly opposing the plans to introduce directly-elected individuals and making suggestions for alternative models. We would hope that the Committee bears these observations in mind when receiving further evidence.

2.0 Further Inquiry: the “Policing Landscape”

2.1 The Committee’s interest in progress so far is noted and the LPA has a number of comments on what further steps the Government should take in driving:

- (a) more effective procurement in the police service;
- (b) the removal of unnecessary bureaucracy in the police service; and
- (c) greater collaboration between forces and other partners, from both the private and the public sectors.

2.2 We are concerned that force boundaries are largely a matter of historical accident with forces such as Humberside and West Mercia, having little or no link to either local authority boundaries or locally felt senses of “place”. In Lancashire the Policing area crosses the boundaries of 12 District Councils, two Unitary Councils and one Shire County. We were one of only two forces in the Country to have embarked on a voluntary merger process and the failure of this merger owed more to the failure of Government to be able to take steps to

equalise the precept than it did the reluctance for joint working. A lack of alignment between geographical, administrative and functional arrangements for the provision of other local public services and the failure effectively to link the provisions of this Bill and those of the Localism bill provide just such a barrier. Whilst a “new landscape equals a new culture” this can take time to bed in both by those in the force and the communities they serve. Press coverage of cuts can and probably will affect confidence in and possibly understanding and knowledge of the force. Notwithstanding the view that changes to policing governance are inevitable, the move to a single individual delivering this oversight, divorced from the Local democratic framework is problematic.

2.3 In relation to procurement, bureaucracy and collaboration we make the following submissions:

- 2.3.1 *Value for money*—Value for money is at the heart of the strategic management of Lancashire Constabulary. Management of resources is seen as a key part of the role for police officers at all levels. We would like to see an emphasis on resource management in the learning and development framework for all police officers and to mainstream this as a key part of public sector delivery. Value for money is not separate from the pressures faced by organisations looking at a substantial reduction on their cost base as part of other strategic pressures, principally those arising from the Comprehensive Spending Review and the attendant budget reductions. The Authority would remind the Committee that an emphasis on VFM is nothing new. The LPA/Lancon has been subject to Gershon Efficiency savings targets for two three year periods. This equates to a further £54 million in the period between 2005–11.
- 2.3.2 In Lancashire the Sustaining Excellence programme has embedded process re-engineering begun through Operation Quest as a managed process to deliver efficiency savings and reduce unnecessary bureaucracy, providing a more citizen focus policing and greater empowerment of police officers.
- 2.3.3 *Bureaucracy*—The Authority is concerned that assumptions are made about bureaucracy which fail to take account of the importance of public accountability. An automatic removal of procedures to record data in respect of matters such as domestic violence, stop and search and retention of evidence can have an impact on community confidence.
- 2.3.4 *Front and back office*—There are some issues which It is useful to look at all of the functions undertaken by Constabularies but an assumption that all “non front line” staff are engaged in dispensable non-jobs is clearly fallacy. These categories of staff could include many of those in the protective services field whose work in intelligence gathering, covert operations and collation of evidence are a key part of the work focussed on combating the problems of serious and organised. Services such as HR, Finance, Payroll and ICT lend themselves to joint working with across the public and private sector. Lancashire has had shared finance and payroll services with the County Council for some time and are currently exploring a strategic third party partnership. We have also sought to use technology to free up officer time. This will be affected if central mandation of some ICT solutions prevents creativity and effective operational deployment.
- 2.3.5 *Procurement*—The North West Police Authorities carried out effective spend analysis some four years ago which drove changes to force procurement and led to the development of a virtual procurement hub. We are also Members of the 14 force joint procurement for forensic services. It is important to continue to focus on the full scope of procurement activity which is the strategic management of third party spend. This needs to be done in such a way that forces are focussed on the whole life costs of goods and services and the impact of procurement decisions in total not in isolation. There is insufficient understanding of strategic procurement at senior leadership levels across the whole of the tripartite. It is vital to remember that procurement is not “shopping” and that although it can deliver short, medium and long term benefits, this must have adequate resourcing and involvement and merely mandating the use of framework contracts will not bring the biggest prize. This requires a sea change in the way Constabularies operate and it is a concern that the expertise in NPJA is not clearly earmarked for retention.
- 2.3.6 *Collaboration*—Lancashire Police Authority believes that collaboration is a useful mechanism to increase both individual and collective capability within forces. The early evidence is that so far this is much more successful in raising standards and ensuring effective interoperability than driving down cost. As the primary aim of early collaborations was improved performance, this is not surprising but it is important to remember that the duties of Police Authorities—and proposed for Police and Crime Commissioners is to secure “effective and efficient” policing services.

2.4 We do believe that there needs to be an improved overall coordination of local responses to national threat risk and harm. We believe that the models developed through the CT Hubs are useful in this and certainly in Lancashire local circumstances mean that we have been significant users of the CT Hubs and believe that these can be useful models for future developments. We support the intent to improve and co ordinate the local response to national threat, risk and harm and consider that the introduction of a Strategic Policing Requirement provides a good opportunity to ensure the effectiveness of vertically integrated policing at a local and national level. We do believe that this should be mirrored by a determined focus on a strategic approach to civil contingencies and protection of national infrastructure across the wider public sector family, taking into account the duties of other bodies.

2.5 Efficiency and cost remain a key driver of the need for collaboration. Consideration of need needs to be balanced with local priorities to ensure that optimal outcomes can be achieved. Both Chief Constables and Police Authorities have struggled with concepts of “greater good” when weighing up whether to invest in effective regional and national solutions or whether to support local delivery. A recent example in Lancashire has been the view expressed by all of the North West Authorities that it is important for Chief Constables to dedicate resources into the effective regional protective services unit TITAN which has had considerable success in both detecting crime and recovering substantial proceeds of crime. The need for a mechanism to prevent future governance arrangements focussing on the parochial is vitally important. We do not believe that this will be addressed by the broad duty to collaborate as it currently stands. We believe that there may be opportunities to explore the use of vehicles such as joint ventures or other separate legal entities specifically focussed on the jointly commissioned collaborative services.

3.0 *What advantages/disadvantages would the new National Crime Agency (NCA) as proposed by the Government in Policing in the 21st Century, have over the existing Serious Organised Crime Agency (SOCA)?*

3.1 We support the need for more effective arrangements for tackling serious organised crime on a national basis. In light of the experience of SOCA we would suggest that a critical success factor is the relationship between the Agency and local policing services from the outset and an acceptance that both are equally important. In fact so far as local priorities are concerned, the priorities for local communities and by extension, Police and Crime Commissioners are more likely to be neighbourhood policing matters rather than those covered by the NCA. It is imperative that there are shared goals and agreed mechanisms for delivering strategic plans and priorities and that these reflect the effective development of the successful models developed to combat CT issues where local chief constables, their police authorities and staff are a part of the national infrastructure.

3.2 As the focus of the Agency, in common with SOCA, is clearly one of “law enforcement”, the culture may not be complimentary with the citizen focussed style of local policing. We have clear examples of how national operations have damaged community relations—often for many years. We believe that this consensual policing model should be acknowledged as important to the culture of policing and law enforcement in the UK.

4.0 *In addition to its principal focus on tackling organised crime, what other functions should the proposed new National Crime Agency undertake on behalf of police forces?*

4.1 We believe that this is an operational matter but that it should come from consensus and not be imposed on local Chief Constables.

5.0 *What should be the governance and accountability arrangements for the proposed new National Crime Agency?*

5.1 We agree with Government that there must be “*robust governance and accountability arrangements*” for the NCA. We believe that, to meet that promise, any such arrangements should include a clear and meaningful role for the proposed Police and Crime Commissioners to ensure the effective local and cultural issues referred to.

5.2 We would like to see more effective public accountability that is not visible in respect of either SOCA or those areas covered by ACPO Terrorism and Allied Matters. We would like to see multi-agency accountability including representatives from communities with clear public facing reporting. We appreciate that this needs to be qualified but believe that such arrangements can be achieved.

6.0 *Where in the proposed new landscape would the Child Exploitation and Online Protection Centre best sit?*

6.1 We understand the Government concern with regard to the importance of this area but there are key child protection and information issues that do not sit comfortably within NCA. We would urge the Committee to revisit the arguments made at the time of this decision and to reconsider the most appropriate area for this essential unit.

7.0 *Which bodies should take on the functions of the National Policing Improvement Agency when it is phased out?*

7.1 We share concerns that the considerable costs of the Agency’s work will be transferred to local policing bodies. We would ask the Committee to seek assurances that the NPIA’s demise will not continue to provide additional financial burdens across local policing bodies that are already working within the largest budget reductions they have faced.

8.0 *What should be the role of ACPO in the new landscape?*

8.1 ACPO has become far more than it was established to be, there are key areas of police leadership, national standards and the common representation of operational issues which will continue to have validity

and importance. We believe that there is a role for a national body to undertake these functions together with the regulation, admission and discipline in respect of all of its members. We do not believe that this is best achieved by limiting membership to that of the most senior officers and would suggest that models exist in other professions which could have effect here. We are also concerned about how changes to governance may impact on the way in which individuals are “permitted” to undertake such roles if the national approach of the professional body is at odds of those of the locally elected commissioners and whilst we acknowledge that there may be a need for additional transparency, and would suggest that statutory status, reinforced by the Good Governance Principles is applied to both ACPO and any successor to the Association of Police Authorities (APA).

March 2011

Written evidence submitted by the Home Office

Summary

1. Cutting crime is a central objective for this Government. Our programme for reform is based on the need to reshape the policing landscape so that the police and wider law enforcement agencies are equipped to tackle crime at the local, regional and national levels.

2. The Government has set out a clear vision for 21st century policing: rebalancing accountability, freeing the service from central government interference, replacing bureaucratic accountability with democratic accountability, returning discretion to the frontline, and enabling and supporting the police to exercise their professional judgement. The police service like the rest of the public sector is also addressing the challenge of reducing police spending, providing value for money for the taxpayer and maintaining and improving frontline services.

3. At the forefront of this is the need to secure the “golden thread” of policing in this country—the connectivity from local neighbourhood policing through to national responses and international policing. We are giving more opportunity for local determination with stronger local accountability, whilst ensuring real leadership where national organisation is required. Police and Crime Commissioners reflect the Government’s commitment to democratic accountability and to decentralise and return power from Whitehall to communities. Equally, at the national level, the new National Crime Agency will transform the fight against organised crime, working with forces and delivering a stronger and more integrated response across law enforcement agencies.

4. This is a significant and historic programme of reform, the outcome of which will be police forces that are: locally responsive; more accountable to the public for cutting crime; more effective at tackling criminals and harms that go beyond their borders; and more co-ordinated in their response to serious and organised crime, working alongside and supported by a strong National Crime Agency.

Reconnecting the Local and the National

5. Police and Crime Commissioners (PCCs) sit at the heart of the reforms to policing locally and provide an important two-way link to the national agenda. The PCC will be directly responsible for the totality of policing within the force area to which they are elected and will ultimately be held to account by their electorate through the ballot box. In addition to their local responsibilities, they will also be responsible for supporting Chief Constables on delivering their national responsibilities and to challenge them on their effectiveness.

6. In doing this PCCs will be supported by effective, clear and co-ordinated national arrangements that will support them to balance their local and national responsibilities:

Policing Protocol

7. Our reforms, whilst bringing about greater democratic accountability to policing will preserve the operational independence of the police. In order to bring clarity to that relationship, a protocol will be drafted that will reflect the recommendation of the Home Affairs Committee to provide safeguards to the operational independence of the police service. The protocol shall seek to set out the role and responsibilities of the PCCs, the Chief Constables, the Police and Crime Panels and Ministers within England and Wales. It is intended for the protocol to foster a robust, effective and professional working partnership within the reformed policing landscape, and ensure that open and transparent public accountability takes place.

Strategic Policing Requirement

8. The Police Reform and Social Responsibility Bill will introduce provision for the Home Secretary to issue a Strategic Policing Requirement which will support PCCs to balance local and national priorities effectively, and drive improvements in their force’s response to serious and cross-boundary criminality, harms and threats.

9. The Strategic Policing Requirement will be a statement that describes the collective capabilities that police forces across England and Wales should have in place in order to protect the public from serious harm and maintain national security. It will focus exclusively on those policing functions that aggregate to the national level—such as protecting the public from terrorism, organised crime, public disorder and civil unrest and the

management of civil contingencies and critical incidents. These capabilities will support the National Crime Agency and in return effective national arrangements will support local policing and PCCs.

Reinvigorating the National Response

10. Whilst local communities and the police are best placed to cut crime at a local level, there remains an important role for central Government to ensure that crime and threats occurring at a national and international level are responded to in a properly co-ordinated way. Organised crime costs the country between £20 billion and £40 billion a year. It poses a significant threat to national security and manifests itself in criminality, which damages the economy, local communities and individual lives on a daily basis. The UK's response has lagged behind and the challenge is to improve our capability to deal with this threat.

11. The creation of a National Crime Agency (NCA) is central to the Government's response to that challenge and signals the rebalancing of the priorities of Government on the national. To be established in 2013, the NCA will take the fight against serious and complex crime and organised criminality to a new level.

12. The NCA—led by a senior Chief Constable and accountable to the Home Secretary—will be a powerful body of operational crime fighters and will strengthen the operational response to serious and organised crime. It will harness the capabilities currently within the Serious and Organised Crime Agency (SOCA) and will bring to that a new strong, government-backed mandate for coordinating the national fight against organised crime.

13. The NCA will be the home for the single nationwide analysis of the threat from serious and organised crime, and it will galvanise the entirety of the law enforcement effort and will be able to mobilise a range of operational teams to tackle it where it can have the greatest impact—locally, nationally and internationally. Within the NCA we will also establish a Border Policing Command to strengthen our borders, disrupt criminality and ensure the effective targeting of criminal networks as well as illegal immigrants and revenue evaders.

14. The Agency's drive to tackle organised criminality and protect our borders is fundamental to national safety and security and will be underpinned by strong two way links with local police forces and other law enforcement agencies, demonstrating clear results to the Home Secretary, Parliament and, most importantly, the public.

15. Child protection will always be an absolute priority for this Government and we value the important work carried out by CEOP. We want to ensure that its vital role continues and flourishes. CEOP has always been part of SOCA where it has had real success in tackling the sexual exploitation of children. We are discussing with the new Chief Executive how CEOP could further develop and thrive if it were to form part of the new NCA. We are absolutely clear that CEOP's identity and capabilities in protecting children from harm will continue.

16. In parallel with the NCA, new structures to tackle economic crime more effectively are also being developed. We are committed to taking white collar crime as seriously as other crimes, and to reducing the estimated £38.4 billion cost of fraud to the UK.

17. We plan to publish a detailed vision of the NCA after the May elections, alongside the Organised Crime Strategy.

Simplifying National Arrangements

18. PCCs will need to contribute to and be supported by clear and co-ordinated national arrangements. The NCA is one element of our reform of the wider national policing landscape—more can and will be done to improve, rationalise and bring coherence to national level policing issues.

19. In *Policing in the 21st Century* we set out our intention to phase out the National Policing Improvement Agency (NPIA) as part of our efforts to streamline the national landscape. The Department is working with the NPIA to determine which of the NPIA's functions are still needed and need to be centrally funded.

20. Linked to this, the Government commissioned a review on the delivery of leadership and training functions for policing reflecting the vision for police reform and a separate review into Police ICT. On leadership and training the review was asked to reflect and take into account changes to the policing landscape including the role of police and crime commissioners, and to set out how a service-owned cohesive vision for leadership and training could be provided, ensuring value for money to the taxpayer. We have now received the review's report and plan to publish and launch a formal consultation on its proposals shortly.

21. As part of our reforms of the landscape, we have also said we expect that ACPO will be reformed and repositioned as the national organisation responsible for providing the professional leadership for the police service, by taking the lead role on setting standards and sharing best practice across the range of police activities.

22. ACPO's focus on professional standards means they should play a leading role in leadership development, including some training programmes, while ensuring effective support and challenge from other providers. They will continue to play a key role in advising the Government, PCCs and the police service on

best practice. We will also expect ACPO to play a leading role in ensuring that chief constables continue to focus on cutting crime and given reduced budgets, have the capability to drive out costs in their forces.

Transforming the Service

23. The Government's most urgent priority is to reduce the deficit. Our policing reform programme is being delivered in the context of a serious financial challenge. The police service, along with the rest of the public sector, will have to play its part in dealing with the deficit and in making sure that we get the best possible value from every pound that is spent.

24. This will require forces, from the start, to think about transformation and long term change. Central to the overall approach taken by forces, will be a significant reduction in the cost of back and middle office functions by the end of 2014–15. The Government is committed to facilitating approaches to enable forces to reduce costs through collaboration with other forces and within the public sector, through developing business partnerships with the private sector and through radical process design. These approaches will be crucial to achieving a leaner, more productive set of back and middle office functions at significantly less cost.

25. The challenge facing forces, however, is not simply a financial one. Forces' focus is on cutting crime. They will need to maintain or, where necessary, improve frontline services to the public through increased productivity in order to achieve that. The public will continue to expect to receive a high quality service from their force. The challenge for forces will be to meet those expectations.

26. As service providers, forces are best placed to identify how the services they offer their communities can be improved. The Government, together with policing partners nationally, is committed to helping build the capacity and capability required by forces to enable all forces to make this long term change happen.

Procurement and collaboration

27. The Government announced in *Policing in the 21st Century* its intention to end the practice of separate procurement arrangements for individual forces and that we would replace these arrangements by specifying contractual arrangements to be used by all forces. The Government consulted on these new arrangements in a separate consultation—*Obtaining Better Value for Money from Police Procurement*.

28. On 11 February 2011, the Government published a summary of responses to the procurement consultation and laid *The Police Act 1996 (Equipment) Regulations 2011* before Parliament. Those regulations came into effect on 4 March. They require the police service to buy commoditised IT hardware, commercial off-the-shelf IT software, vehicles and body armour through specified framework arrangements.

29. Due to the need to maintain flexibility in delivering the managed closure of the Forensic Science Service, separate services regulations that would require the police service to use the national framework to purchase forensic analysis services have been put on hold. The Government will decide whether to proceed with these services regulations after considering the implications in the context of the managed closure of FSS and the future shape of the forensics market.

30. Procurement is not the only area where the Government is committed to creating a more joined up approach. Some progress has been made by forces collaborating on the provision of protective services capabilities. Collaboration is a key part of improving the overall effectiveness of how forces tackle the threat from terrorism and serious organised crime. These threats will not diminish and forces should continue to develop collaborative approaches to deal with these threats. However, not enough progress is being made on collaborating to achieve efficiency savings. The Government is committed to supporting forces to make more rapid progress in using collaboration in order to deliver value for money improvements.

31. The Police Reform and Social Responsibility Bill includes a clause to strengthen duties on PCCs and Chief Constables to collaborate. In support of this, work is underway within ACPO and the NPIA to set out the principles required to drive a more wide-ranging programme of collaboration than that considered by the previous Government in order to realise value for money improvements.

Reducing bureaucracy

32. The Government is committed to reducing bureaucracy in policing as part of our broader objective of freeing up the police service from central control, building professional responsibility and returning accountability to the public. This is closely linked to the need to achieve genuine cost savings by eliminating waste in policing.

33. The *Policing in the 21st Century* vision for reducing bureaucracy had three elements. The first is ending Whitehall interference in policing, which we have started to do by scrapping the Policing Pledge and the central public confidence target and looking to remove excessive performance management.

34. The second element is reducing bureaucracy and promoting professional judgement. We have already scrapped the stop and account form in its entirety and have reduced the burden of the stop and search procedures. We are also streamlining processes elsewhere in the Criminal Justice System that generate bureaucracy for police officers. We have made a start by returning some charging decisions to police officers

for more routine offences. The rollout of this change will be completed by June and we will consider further extending the number of offences that are covered.

35. We are establishing video links from police stations so officers don't need to hang around at court, improving case management and listing practices so officers aren't called unnecessarily and encouraging early guilty pleas so as to prevent trials "cracking" on the day. Officers also complain about preparing large case files. We are therefore encouraging proportionate case building and are looking at making early admission of guilt in the police station by offenders count in sentencing.

36. The third element is ensuring that the leaders of the service take responsibility for keeping bureaucracy to a minimum. We have been developing, in partnership with Her Majesty's Inspectorate of Constabulary, light-touch monitoring arrangements for police forces that shine a light on performance for the public whilst also reducing the inspection burden. We are also working closely with ACPO to significantly reduce the volume of police national guidance into a consolidated and clear body of authorised professional practice that is regulated by the service itself.

37. Finally, we are challenging the police service on the internal police industry that has grown up around audit and inspection that is not cost efficient or proportionate. In the future, we can expect PCCs to take a more robust approach to information requirements within their force.

March 2011

Supplementary written evidence submitted by the Home Office

Thank you for giving me the opportunity to appear before the Home Affairs Select Committee to provide evidence of the Home Office's work regarding the Future of Policing.

I undertook to provide further information on the budgets for the Serious Organised Crime Agency (SOCA), the National Policing Improvement Agency (NPIA) and the National Crime Agency (NCA). I would be pleased to provide any further information or evidence on any issues should you require it.

NPIA AND SOCA SR BUDGET ALLOCATIONS

(£m)					<i>Real Terms reduction from 2010–11 baseline</i>
NPIA	2011–12	2012–13	2013–14	2014–15	
Admin	56.657	52.748	48.723	44.598	33%
Programme near cash	272.040	263.305	253.798	244.585	22%
<i>Ringfenced resource (depreciation)</i>	<i>39.300</i>	<i>41.400</i>	<i>43.153</i>	<i>44.771</i>	
Total non-ringfenced resource (near cash)	328.696	316.053	302.521	289.183	
Resource DEL total	367.996	357.453	345.674	333.954	17%
Capital DEL	41.300	33.800	31.500	57.600	
SOCA	2011–12	2012–13	2013–14	2014–15	
Admin	30.601	28.208	25.765	23.199	36%
Programme near cash	344.045	327.832	324.872	326.596	19%
<i>Ringfenced resource (depreciation)</i>	<i>42.000</i>	<i>40.000</i>	<i>36.000</i>	<i>30.000</i>	
Total non-ringfenced resource (near cash)	374.646	356.041	350.637	349.795	
Resource DEL total	416.646	396.041	386.637	379.795	20%
Capital DEL	21.200	20.400	16.600	15.200	

Notes

- The budgets shown above are stated net of other sources of non-Home Office income which may be received by NDPBs, for example fees for chargeable services. As a result, the numbers are lower than those quoted in Committee.
- The "non-ringfenced resource" budget is total near cash.
- Ringfenced resource budgets can only be used to fund asset depreciation.
- SOCA's budget includes funding for CEOP.

NCA Budget

SOCA's budget will form the bulk of the delegated budget for the NCA. There may be other functions which will transfer into the NCA, but the budget for these is unlikely to be a large proportion of the NCA total.

June 2011

Further supplementary written evidence submitted by the Home Office

Thank you for your letter dated 8 July in which you asked a number of specific questions that the Home Affairs Committee wished to ask following my evidence on the 5 July. I have answered each of these questions below.

1. *What will Lord Wasserman's role as the person leading the work of setting up the new company involve?*

Lord Wasserman will act as chair of the "shadow" board of the company. This body, which will include representatives of the Association of Chief Police Officers (ACPO), the Association of Police Authorities (APA), the National Policing Improvement Agency (NPIA) and the Home Office (HO) as well as a number of independent experts, will oversee the formation of the new company on behalf of its stakeholders and potential owners. Day-to-day direction of the work of forming the new company will be the responsibility of Bill Crothers, the Home Office Group Commercial Director, who has been appointed Senior Responsible Officer (SRO) for the project.

2. *Please could you provide details of Lord Wasserman's experience qualifying him for the role of setting up a new company to handle police IT?*

Lord Wasserman has had a long and distinguished career in public service including several roles that qualify him for this role. From 1983 to 1995, Lord Wasserman was Assistant Under Secretary of State for Police Science and Technology in the Home Office. In this role, he was responsible for the provision of all national police IT systems. He also directed the preparation of the first national strategy for police IT. On leaving the Home Office, Lord Wasserman moved to the United States where he was Special Adviser on Science and Technology to the Police Commissioner in New York City, Senior Adviser and Chief of Staff to the Philadelphia Police Commissioner and adviser to the US Department of Justice. He has also had extensive private sector experience at board level.

3. *Do you envisage that the company will take on the IT functions currently performed by the National Policing Improvement Agency? If so, will the transfer take place in the spring of 2012 or will there be an interim arrangement?*

The current plan is that the new company will take on those functions of the NPIA relating to the procurement and commercial management of national police ICT systems. It will also assume responsibility for Information Systems Improvement Strategy (ISIS). The operation of the Police National Computer (PNC) and a number of other IT systems provided directly by the NPIA will be transferred to one or more police force(s) for the period until they are replaced by new systems. It will be the new company's responsibility to manage the process of negotiating contracts to replace them and subsequently to manage those contracts. The precise functions of the new company and the timing of transfer of responsibilities to it from the NPIA will be matters for consideration by the shadow board.

4. *Do you envisage that the company will have the power to direct local police forces to collaborate on IT procurement?*

The new company will not have the power to direct local police forces; this is a matter for the Home Secretary.

5. *How will the company interact with Police and Crime Commissioners, particularly in relation to procurement?*

Police and Crime Commissioners will be represented on the board of the new company and will thus have a close interest in all aspects of the company's activities including procurement.

6. *Why has the Government decided to set up a company rather than a non-departmental public body (NDPB)? Will the company be subject to freedom of information requests?*

The Government sees major advantages in setting up a new company rather than an NDPB. The new company will be allowed to recruit staff and pay them market rates based on their performance. The direct link between the company and its owners, who are its principal customers, will make the company responsive to, and directly accountable to, police forces. Because the company will be owned by public bodies themselves subject to FOIA, we expect the company will be made subject to the provisions of FOIA. We see this as consistent with the approach to transparency taken by ACPO, who comply with requests for information and

will formally be brought under the provisions of FOIA in the autumn. How this works in practice will need to be reviewed once the precise details of ownership and legal form of the company are established. Furthermore, as the company will manage systems on behalf of police authorities, the information held will belong to those authorities and so be subject to the FOIA.

7. *You say that you wish the company to be police-led. Will it be headed by a police officer?*

The Shadow Board will draw up a job description for the position of CEO of the new company and seek to fill it with the best available candidate.

8. *In what way will the company be police-owned? Will police forces have to buy shares in the company?*

The precise legal form of the entity has yet to be decided. The Shadow Board will make recommendations on this point before the end of the year. The intention, however, is that the majority of shares in the company will be held by police forces. These shares will be allocated to them by a formula to be agreed by the parties concerned. There is no question of forces having to buy shares.

July 2011

Further supplementary written evidence submitted by the Home Office

1. The Procurement Centre of Excellence (PCoE) is a government procurement delivery centre located in the Patent Office in Newport, South Wales, and sits within the Home Office Finance and Commercial Directorate led by Bill Crothers, Group Commercial Director.

2. The PCoE opened in June 2009 and has helped create job opportunities in the Newport area while relocating jobs from central London, which was a key priority of the Lyon's Review.

3. The centre is responsible for buying and contract-managing certain categories of spend to ensure the Home Office gets the lowest price for the right level of service including:

- Professional Services (consultancy, contractors, agency staff, education and training, conferencing and events, Human Resources, translation and financial services).
- Corporate Services (office supplies, mail and couriers, advertising and print, travel).
- Fleet and Radios.
- ICT (software and hardware).
- Facilities management.

4. The centre provides procurement services to the majority of the Home Office group including:

- Home Office HQ.
- UK Border Agency.
- Identity and Passport Service.
- Criminal Records Bureau.
- Office for Security and Counter-Terrorism.
- Government Equalities Office.

5. In 2010–11 the Home Office spent £2.9 billion on goods and services. Of the £2.9 billion, PCoE are responsible for £547 million spend (which increased from £97 million in 2009–10). By centralising and standardising commodity procurement the centre realised savings of £38 million in 2010–11, delivered by a team of 45 staff in Newport and five working from a Manchester satellite office.

6. Building on this model, the PCoE is well placed to become one of four procurement hubs servicing all central government commodity procurement needs. This is currently under review by the Cabinet Office led Centralised Category Procurement Programme. PCoE has recently started buying professional services (contractors and agency staff) for the Department of Transport and Department of Health.

7. Prompt payment of suppliers is currently 86%, which is 6% above the government target.

July 2011

Further supplementary written evidence submitted by the Home Office

Further to my attendance at the Home Affairs Select Committee on 17th May, please see below responses to your questions:

1. *In the last financial year, how much money did the Home Office collect in penalties/service credits from those with whom it has contracts?*

Commercial Directorate have records of £3.86 million of service credits from suppliers in 2010–11, this includes credits held by agencies and NDPBs. However, not all Home Office business areas regularly report this information to Commercial Directorate, hence £3.86 million is a minimum figure.

2. *What is the breakdown of the £38 million savings that the Home Office Procurement Centre of Excellence (PCoE) delivered in 2010–11?*

The savings generated by the activity of the PCoE are set out below:

<i>Category of Spend</i>	<i>Savings 10/11</i>
Agency Staff	£5,134,604
Consultancy and Contractors	£17,337,536
HR Services	£1,992,412
Travel	£6,113,762
Office Machines	£216,075
Office Supplies	£763,491
Mail & Couriers	£480,003
Conferencing and Events	£6,281,289
TOTAL	£38,319,172

During the session, you indicated interest in the savings achieved as a result of renegotiation of the Home Office IT (Extend and Blend) contract. Contract extensions were signed with Fujitsu Services and Atos Origin in September 2009. The contracts will deliver contractual savings of around £112 million over the five year life of the contract, plus further efficiency and other benefits.

July 2011

Written evidence submitted by BT Global Services

Background

BT Global Services has had significant commercial engagement with the police service at both the national and local level over many years, and is responding to questions 1, 2 and 7 on the basis of that experience.

What progress has the Government made so far, and what further steps should it take in driving more effective procurement in the police service?

The Francis Maude review of major government contracts has led BT to identify ways for the police to make savings on their existing contracts. If this is mirrored across all the companies asked to undertake this exercise, then the benefits will be significant.

The recent publication of the Regulations under the Police Act requiring all forces to purchase IT Services and Public Order equipment from agreed frameworks is a step in the right direction as it gives some certainty to suppliers, so reducing their commercial risk and therefore the costs to the police service.

When compared to other parts of the public sector and the commercial world, police procurement is cumbersome, inefficient and bureaucratic. The multiplicity of forces, each with its own independent decision making means that tender processes tend to be unique to each force, and often to each opportunity—and take an unnecessarily prolonged period of time to conclude.

With the exception of the NPIA, the police service is reluctant to engage with the commercial world before going out to tender for services and products. This means they miss the opportunities to broaden their thinking and ensure that what they eventually tender for is the best that is available to meet their needs. There is a rigid compliance with their own understanding of the OJEU process. The tender requirements are very prescriptive which means little innovation is possible. If they moved towards procuring on the basis of outcomes, it would enable suppliers to contribute their knowledge and experience. This would deliver more innovation, and a greater opportunity to negotiate best possible outcomes for the police service.

Tender documents are bespoke, with little if any reuse of previous material. There are no standard Terms and Conditions for the police service. This means that for each opportunity, potential suppliers are faced with a wide variety of demands for often quite different information on similar topics, and for widely varying contractual terms and conditions. It is time consuming and expensive for suppliers to pull together the

information, and renegotiate the contractual requirements, the costs for which are of course eventually passed onto the service.

What progress has the Government made so far, and what further steps should it take in driving the removal of unnecessary bureaucracy in the police service?

BT has seen little or no evidence of Government action to reduce bureaucracy, other than the very public announcement of the reduction of paperwork associated with Stop and Search activity. Certainly there is no evidence of any simplification of the documentation associated with tendering, nor any suggestion at this stage of an intention to do so. No force has approached BT for assistance with streamlining bureaucratic processes.

The Government could ask suppliers how to reduce the bureaucracy they experience when dealing with the police service, robustly compare this feedback with what happens in other sections of the public service and the commercial world, and remove every bureaucratic element that is not critical to successful dealings with suppliers.

The Home Office could be more robust in requiring forces and Criminal Justice Agencies to work together to introduce electronic working between the agencies and so provide consistency in the end to end process, and the removal of the wealth of paperwork associated with prosecuting offenders.

The Home Office could also work with the commercial world to develop self help, on-line policing services that could be used by the public, as has already happened in some Government Departments eg Direct.gov, and in many Local Authorities eg Liverpool City and Suffolk County Council. These services would enable people to directly update, and draw down, information from force systems, removing the need for the paperwork as they did so eg crime reporting, road accidents, lost property, tracking progress on incidents etc.

What progress has the Government made so far, and what further steps should it take in driving greater collaboration between forces and other partners from both the private and public sectors?

The Government has exhorted police forces to collaborate and to work with other partners, but so far has not taken much positive action to ensure it happens.

There are no financial or other inducements for forces, no offers of assistance to help with up-front investment for later returns on that investment, no pilot initiatives supported by expertise from the private or public sector. They have not worked with the private sector to identify new arrangements that will assist the creation of successful collaborative ventures, nor to discuss how "Seed Funding" for innovative and new pilots could be raised in the commercial world.

The Government could give more assistance to those forces which wish to collaborate. Most forces and police authorities enter collaborative ventures in a very cautious and risk adverse way. As a result they are progressing very tentatively down the route to collaborative working and will be slow to benefit from the service benefits and cash savings. The Home Office has a "Toolkit", but its content is in the form of very wide advice rather than the more precise procedural guidance that forces need as they travel down this route. BT is aware of how a number of forces are approaching collaboration; no two groups are trying to do the same thing in the same way. This is very wasteful both for the police service and the private sector.

The Home Office could also issue legal advice that, if followed, would take some of the risk away from police authorities and so make it easier for them to make decisions on collaboration.

Which bodies should take on the functions of the National Policing Improvement Agency when it is phased out?

It has taken a while for the NPIA to settle down as an organisation and start to deliver the support the police service needs. Over the past eighteen months it has achieved significant benefits. BT finds the NPIA to be very effective at negotiating on behalf of the wider police service and pulling together the needs of the different forces into a single requirement. Its senior staff take a strategic view of opportunities, and consider the benefits to the service as a whole. BT knows that some of their recent decisions will make significant savings for the service as well as increasing or improving capability.

In addition, BT is aware of the services and capabilities such as Airwave, the Police National Computer, and the Police National Database that the NPIA runs, very effectively, on behalf of the service.

The landscape of police service is dramatically changing, the role of ACPO is changing and it is losing the expertise of the APA, whilst gaining new inexperienced bodies in form of the Police and Crime Commissioners and the Police and Crime Panels. During all these changes there is a real risk of a lack of focus on the critical national functions the NPIA undertakes on behalf of the service, the loss of which will put at risk all the operational policing activity that relies on them. BT believes it will be important to maintain the focus on these critical functions of the NPIA, or the public will suffer a reduction in the quality of policing.

Phasing out the NPIA will cause some problems. The national operational support functions can be transferred to the new National Crime Agency. Provided ACPO is established as the lead for professional

development of the service, some of the NPIA activity, such as training can be outsourced or left to forces to procure by collaborative ventures.

However, there is no obvious body to take on the roles associated with establishing and managing the big national contracts and frameworks e.g. Airwave, National Air Support, Police Vehicles, PNC, PNN and PND. It is also not clear who would drive supplier relationship management and the strategy to deliver the badly needed standardisation of the police service Information Systems environment. BT would be concerned if the progress that is being made in this direction was not speeded up as is currently planned by the NPIA.

Because of the potential for a gap in understanding of the user requirements that could exist between operational police officers and Home Office officials, BT believes that if these functions were transferred to the Home Office, there would be a risk of a reduction in the quality, and value for money of the services and solutions the police service receives from their national contracts. This could lead to contracts delivering unsatisfactory outcomes which would damage the supplier's reputation and add to their costs.

If passed to the National Crime Agency these functions would be seen as subordinate to the prime role of the Agency which is tackling major and international criminality. This would lead to a lack of focus on the improvements to police procurement procedures and outcomes that both the police service and the private sector know are needed. It would also work against moves to ensure that operational policing activity is undertaken by the specialists, and support functions like procurement and technology are provided from service providers.

The Metropolitan Police could perform the role, but BT knows that the demands of the Capital mean that their focus tends to be on the needs of London and on occasions they find it difficult to encompass the wider needs of the police service as a whole.

BT believes that a new, slimmer and more focused agency of some sort, closely aligned to the police service decision makers is probably the ideal replacement for those parts of the NPIA which need to be retained. This agency should be positioned and resourced to continue the good work of the NPIA, run the national contracts and drive the modernisation of the procurement of technology and services across the police service.

What should be the role of ACPO in the new landscape?

ACPO provides a critical role in coordinating the 43 separate police forces, each of which has its own leadership and governance arrangements. It assists the commercial world to work effectively with the police service as it provides a consistency of approach to service delivery, professional skills, and operational support. It also creates the environment within which direction on policing, and technological approaches, are developed and promulgated.

Because BT delivers capabilities which work more efficiently on the larger scale and can benefit the police service as a whole, it needs the clarity and direction that ACPO gives. Without this guidance, BT could not develop the cost effective products and services for the police service it currently provides.

BT is aware that for reasons of necessity, over recent years ACPO's role and scope of influence has broadened into critical national operational roles including Counter Terrorism. BT supports the transfer of these functions to other properly governed public bodies.

ACPO should continue to provide its coordination role so that the police service speaks as "one voice" wherever possible over engagement with other national bodies, eg Criminal Justice Agencies, MOD etc, over its operational strategies and tactics, professional skills, the management and use of information, equipment standards, and nationally supplied services.

It should also be the guardian of professionalism for policing by ensuring that those engaged in policing have a professional framework within which to work, and which is constantly developed and enhanced to stay current with the needs of our society.

Conclusion

BT believes that the police service is in need of significant and rapid modernisation in its dealings with, and use of the skills of the private sector. The current financial pressures are requiring the leaders of the service to start to "think the unthinkable" and look more closely at the potential for different ways of working with industry. However there is a long way to go and time is pressing.

Even though some Government Departments eg MOD and DWP, and many Local Authorities have already seized the opportunity and are delivering significant benefits to the public they serve, the active encouragement to the police service from Central Government and the Home Office in particular is very muted.

At this time of severe budgetary constraints, the police service will have to deliver policing very differently to meet the needs of 21st Century citizens and communities. These new methods need to be more innovative and more efficient, and can only be achieved by working in partnership with the private sector. BT believes

the Government should do more to actively encourage and support the police service to make these difficult, but essential transformational changes.

March 2011

Written evidence submitted by the Police Federation of England and Wales

1. The Police Federation of England and Wales is grateful for the invitation from the Home Affairs Committee to submit written evidence to this inquiry. On behalf of our members—140,000 rank and file police officers in England and Wales—we submit the following for your consideration.

2. As the Committee rightly identifies, we are heading toward a new landscape of policing but one that has been created using the bulldozer of spending cuts rather than sculpted to fit requirements. The Federation accepts that savings and efficiencies have to be made but can see no logic or justification for cuts which go far beyond the 12% recommended by the HMIC. A precipitous process has been set in motion, one which will certainly change the face of modern policing permanently but one which risks detriment to a public service which is currently the envy of the world.

3. The Federation has gone to great lengths to highlight the effects that such drastic cuts are already having on the service—the loss of its most experienced officers via the use of A19, the long-term impact of a recruitment freeze, officer morale at an all-time low—but we stand accused of only acting out of self-interest. We would therefore welcome a Government evaluation of how budget cuts are being interpreted by local forces and the subsequent impact on the standard of service delivery as well as the impact on the officers taking the brunt of those decisions.

More Effective Procurement

4. The Committee has expressed a particular interest in the progress the Government has made toward more effective procurement. Whilst it is difficult for us to see the direct impact the Government has had so far in this area, when it comes to the provision of certain goods and services, the Federation can see the logic of national procurement, particularly when significant savings can be made. However, this should never be at the expense of the safety or wellbeing of those working on behalf of the service, nor should it compromise service delivery. We also acknowledge that improvements can be made in the methods chief officers use to secure local procurement deals with external organisations and that savings can be made in the provision of “back office” function by private sector organisations. Nevertheless, the primary consideration should always be how that organisation and the services they provide fits within and expedites “frontline” delivery. We have seen examples where forces bring in private companies to provide a service only for them to subsequently put extra pressure on and increase the workload of, the officers they were supposed to assist. It also appears that in some cases a private company has been brought in under the auspices of saving money and to secure police officer posts only for those officers to be dispensed with anyway. Our concern is that as a consequence of the cuts being front-loaded in the first two years, extra pressure is being brought to bear on chief officers so that decisions are rushed through without careful consideration and detailed contract negotiation being made. Once again, if these external organisations encounter operational difficulties—such as bankruptcy or takeover—it will be left to police officers to step into the breach.

Removal of Unnecessary Bureaucracy

5. It is obvious that unnecessary bureaucracy should be removed—why would any officer be undertaking unnecessary bureaucracy in the first place? The problem is the bureaucracy which is deemed necessary and the reasoning behind it—that is what places such a great burden on our members. The issue is how “necessary” is being defined. As a consequence of national target regimes introduced by the previous Government, chief officers deemed that it was “necessary” to record even the most minor of misdemeanours as crimes in order to meet sanction detection targets. The influence of the CPS in charging decisions led to it being “necessary” for officers to provide evidence files to such a degree of detail and scope that they were kept from policing the streets for many hours. Our point here is that the “bad” bureaucracy which clogs up the system is not just a question of scrapping forms and procedures but of challenging the culture of the service and those who lead it. Without question, officers need to be held to account for their actions. But when trust and confidence breaks down, forms and procedures rush in. The scrapping of national targets by the present Government does not mean the end of targets set by local chiefs and now, more worryingly, those set by Policing and Crime Commissioners. Bureaucracy is a constant process—we support the scrapping of any form or procedure which frees up officer time but it is a continual process and needs to be constantly reviewed and modified.

Greater Collaboration between Forces and Other Partners

6. The Crime and Disorder Act 1998 was a game-changing piece of legislation which led to a big leap forward in partnership working between forces, local criminal justice services and community organisations. The cuts announced across public services—not just the police service—are threatening to undermine these partnerships as well as placing additional burdens on the police service as partner organisations run on fewer

resources or disappear altogether. Too frequently it is left to police officers to pick up the pieces when other local service providers are unable to provide cover—particularly beyond office hours.

There is also a danger that the cuts will lead to fiefdoms developing where chiefs become more protective of dwindling police resources making them less likely to share resources operationally.

Phasing Out the NPIA

7. We are extremely concerned that the decision to abolish the NPIA by 2012 was made by the current government without any overt plans or consultation with stakeholders about what will happen to the vital functions currently undertaken by the organisation. Take as an example its responsibility for over-seeing national occupational standards for training and promotion. The NPIA currently provides governance and accreditation to help ensure the system is fit for purpose for all the forces in England and Wales—this is a massive undertaking in itself. We understand that plans have yet to be formulated about what might happen to this function (and we await the recommendations of the Peter Neyroud review at the time of writing) but ACPO has been mooted as a potential home for this vital area. The reality is that ACPO as it currently exists does not have the resources or structure to handle this responsibility effectively. The other factor to consider is the new agency that has been announced—the National Crime Agency. As it currently stands this is an empty vessel with nothing more than a name tag. With less than a year to go we have yet to see any plans or proposals which explain how it will be structured, funded, governed, held to account or where it will sit in relation to other national operational policing units. To contemplate this major reorganisation together with dramatic cuts to the service, reductions in officer and staff numbers, and threats to police pay and conditions at a time of public unrest and disorder in a year that will see the UK hosting some of the biggest national events seen for many years, we sincerely hope what remains is a new policing landscape rather than something resembling a moonscape. We therefore hope that this government is willing to listen and consider our views—something that has been regrettably lacking so far.

April 2011

Supplementary written evidence submitted by Police Federation of England and Wales

Further to the oral evidence session held on 14 June 2011, it was agreed that I would provide additional written evidence in relation to two questions. I am happy to provide additional detail as follows:

Q440 Steve McCabe: Mr McKeever, the Government are putting great store by national procurement as a means of generating savings. The Police Federation said in written evidence that you weren't against this, but you cautioned against the safety and well being of staff. What was your fear?

Paul McKeever: Our fear is that local conditions would not be taken into consideration if you are getting a one-size-fits-all product.

The Police Federation fully supports the principle of national procurement of goods and services, particularly on the grounds of finance and efficiency. However, in practice, there may be certain local conditions which call for a more specialised specification. Our concern that this should not be overlooked during the procurement process.

By way of an illustration of this point I cite the roll-out of Airwave as an example. The conditions in London are unique as an “ultra-urban environment”. The Metropolitan Police have had to have adaptations made to the system that differ from the rest of the country. Mobile boosters are required at major events and, because of the environment, more vehicles have had to be suitably fitted-out to act as gateways (transmitters) for “in-building coverage”.

Q503 Michael Ellis: If we can talk about policing just briefly, you have stated that you have seen examples of forces bringing in private companies and adding to the police work load. Can you give any examples in policing of what you mean by that?

Paul McKeever: Again, perhaps if I write to you with the evidence there, that would be better.

An example of particular concern to the Federation is that taking place in Cleveland. As the Committee is aware, Cleveland Police recently began a 10-year partnership with a private company—Steria—who were brought in to provide “back-office” support (call handling, casefile preparation) and “shared” services including finance, HR, payroll, commissioning and fleet management.

In theory this partnership could see the lives of officers made easier as systems are streamlined and the burden of their workload shared with support staff. However, the reports we are receiving about the reality of the situation paint a very different picture. What appears to be happening is that far from making officer's lives easier, their burden has apparently increased.

We have recently received the following comments from officers on the ground in Cleveland:

“The [IT system] requires the following input from a Sergeant: electronic submissions of all overtime, duties, time off, expenses, leave, lieu leave, and procurement of even the most basic of things (pens, paperclips). It could be argued that we did these things on paper however it was a case of initial form filling then passing to admin, we are now fulfilling the admin role.”

According to them, the system needs constantly updating by officers otherwise procedures start to grind to a halt thus requiring supervising police officers to step in, diverting that resource from crime fighting.

Another officer (Acting Detective Inspector) states that:

“Collecting evidence from doctors (copies of medical records) etc—this was done by clerks at [Criminal Justice Unit] originally now its back on [Detective Constables] as Steria will not get involved in the evidence chain.”

Our local Federation representative sums up the situation as follows:

“We have little or no resilience, morale is rock bottom, and performance is dipping...”

I hope this information provides the Committee with sufficient illustration of the points raised.

July 2011

Written evidence submitted by the Association of Police Authority Chief Executives (APACE)

Executive Summary

1. The Association of Police Authority Chief Executives (APACE) is the professional body which represents chief executives and other senior staff within police authorities.

2. The scale and speed of change does carry inherent risks to the delivery of the Government’s policy intent of creating a legislative framework and policing landscape which ensures operational independence, with proper governance and accountability resulting in the delivery of integrated policing from the local to the national. (paras 8–14)

3. There is a need to increase the understanding of strategic procurement at senior leadership levels across the whole of the tripartite. (paras 15–18)

4. Accountability to the public does require a proportionate bureaucracy to reassure the public and enable policing by consent. (paras 19–20)

5. Good relationships should not be the rationale or test for successful collaboration; collaboration should be viewed from the reasonable expectations of the public on whose behalf those in the tripartite spend funds and deliver services. (paras 21–24)

6. The National Crime Agency should have clarity of purpose which may not be achieved through the transfer of all National Policing Improvement Agency assets and functions. (paras 24–28)

7. The service risks becoming more insular, thus losing the benefits from a more outward facing approach. (paras 29–30)

Progress

8. The Association does not underestimate the complexity of the changes being made to the national policing landscape. The programme of reform requires significant programme management to ensure that the interdependencies and risks are identified and successfully managed. There is no part of the current landscape that is not subject to change, much of which requires legislation. The Association notes that the Government has already amended its original timetable. The legislation to implement the National Crime Agency (NCA) in 2013 has moved from an original Bill introductory date of June 2011 to a date in 2012.

9. It remains unclear how the timetable for the winding down of the National Policing Improvement Agency (NPIA), scheduled for completion in 2012, marries with the timetable for the successor body, the NCA, which is intended to take on many, if not all of the NPIA, functions. The Association mentions this as there is a risk of a transitional period in which there is a lack of clarity of ownership and delivery of services including essential infrastructure to enable the delivery of policing.

10. The Association is also aware that the officials within the Home Office who are supporting the Minister as the Police Reform and Social Responsibility Bill makes its way through Parliament are also supporting the Home Office Police and Crime Commissioners (PCCs) Sponsorship Transition Board, PCCs Implementation Board and the twelve supporting projects to enable the legislation, should it be passed by Parliament, to be implemented successfully. The Association assumes that this situation may be repeated in other parts of the Home Office with those responsible for the other changes to the national policing landscape. Again the Association mentions this as a potential risk to the reform programme if there is insufficient capacity, resilience and robust programme management to progress the reform agenda.

11. The Association would reiterate the point made in its submission to the Government’s consultation “Policing in the 21st Century”.³⁴ Change on the scale proposed by the Government occurs infrequently. It is essential that the legislative framework which ensures operational independence, with proper governance and

³⁴ Policing in the 21st Century: Reconnecting Police to the Public HMSO ISBN: 9780101792523, 26 July 2010

accountability resulting in the delivery of integrated policing from the local to the national is properly drafted. The speed of the proposed change does present risks in achieving this desired outcome.

12. The Association is aware that the Committee will receive a submission from Police Authorities Wales (PAW). The Association understands that this submission may identify a range of issues relating to progress within Wales. The Association highlights the need to accommodate the different landscape in Wales. This includes the role of the Welsh Assembly Government with its devolved responsibilities. The Association would support what is understood to be the suggestion from PAW that the Committee make reference to the report it made to the Communities and Culture Committee entitled “The Potential Impact of the U.K. Government’s Police Reform and Social Responsibility Bill for Community Safety in Wales”.³⁵

13. The Association welcomes the positive dialogue it has had with the Minister and Home Office officials, complementing the work of the Association of Police Authorities. The Association also welcomes the recognition of the contribution that officers from existing police authorities make through their involvement in the Home Office’s change structures. Through this we have and will continue to raise a number of detailed comments on the consequences of proposals from our perspective as professional advisers to the current governance and accountability structures.

14. The Association was pleased to note the reference by the Policing Minister in a recent speech to the need for those in a position of governance to be supported by a highly qualified team.³⁶ However the Association continues to be disappointed that the statutory protection afforded to senior staff within local authorities or as proposed for chief constables in the Police Reform and Social Responsibility Bill are not mirrored for those holding or who will hold statutory roles in support of PCCs.

15. There are still many areas of police authority responsibilities on which the Bill is silent eg pension forfeitures and early indications as to how these will be picked up under the new policing governance arrangements need to be considered.

Procurement

16. The Association considers that there is a role for PCCs to hold forces to account on the full scope of procurement activity. We do feel that it is appropriate for the PCC to have a clear oversight responsibility over items procured by the Force. This is the least that would be required to satisfy the statutory obligation to secure value for money and for the PCC to be able to demonstrate this to their communities. We suggest the Committee could consider whether the PCC should have a direct involvement and responsibility for the goods and services procured in his/her name and using public money from his/her police fund. It can certainly be argued that the decision on which ICT system to procure is not a matter for operational policing and the extent to which “operational independence” relates to chief officers’ ability to procure what they want, how they want (public procurement regulations notwithstanding) and from whom they want is a matter yet to be established in the course of the debate on the Bill. Value for money is predicated on a determination that this should not solely be the decision of the Chief Constable.

17. APACE is also concerned that there is considerable emphasis on short term pricing issues rather than the strategic management of third party spend. This needs to be done in such a way that forces are focussed on the whole life costs of goods and services and the impact of procurement decisions in total not in isolation. It is too easy to focus on simplistic price comparisons which do not fully reflect value.

18. We believe that there is scope to increase the understanding of strategic procurement at senior leadership levels across the whole of the tripartite. It is vital to remember that procurement is not “shopping” and that although it can deliver short, medium and long term benefits, this must have adequate resourcing and involvement and merely mandating the use of framework contracts will not bring the biggest prize. This requires a sea change in the way forces operate and it is a concern that the expertise in NPJA is not clearly earmarked for retention. Finally, any proposals and initiatives need to be supported by strong business cases based on the real world cost benefit analysis. PCCs themselves will need to be equipped with the necessary skills and expertise, either personally or through their executive teams, to challenge chief constables in this area.

19. The issue of support will come into sharper focus as the Police Reform and Social Responsibility Bill, as drafted, will require decisions to be made about each and every individual member of staff. The decision will be needed as to whether they remain employees of the governance body i.e. moving employment from a police authority to a PCC or become an employee of the chief constable as it is proposed that the post of chief constable will become the employer.

Bureaucracy

20. We would argue that the desire to remove unnecessary bureaucracy should not be confused with the need to retain adequate public accountability and that the principles of good governance need to continue to underpin the arrangements for governance and oversight of policing. The move to a single elected individual

³⁵ www.assemblywales.org/bus-home/bus-guide-docs-pub/bus-business-documents/bus-business-documents-doc-d.htm?act=dis&id=211272&ds=2/2011

³⁶ Who runs the police? 28 March 2011 Keynote speech by Rt Hon Nick Herbert MP, Minister for Policing and Criminal Justice, www.ippr.org.uk/uploadedFiles/events/events-transcript-Herbert-110328.pdf

rather than the committee structure currently adopted will mean that transparency and public accountability will need to be delivered differently.

21. Focus on removal of bureaucracy is generally directed at freeing up police time from unnecessary reporting but we would argue that there are forms of recording that go to support community confidence which can be adversely affected by a blanket removal of such processes.

Collaboration

22. This is an area where there are competing and often conflicting requirements of improved operational capability and reduced cost. We believe that the new governance models should have a key role in driving and supporting these collaborations and PCCs will need to be equipped with the skills and expertise to ensure this.

23. There are conflicting views on collaboration and the extent of savings that can be achieved. The evidence is not concrete for either those that state that collaboration cannot achieve significant savings or equally those that argue the reverse. However it is true to say that there is no robust evidence that efficiency gains have been over-estimated. The Association acknowledges that collaboration is not easy and that in order to have effective collaboration there may need to be some further review of what police forces look like. The service, both chief officers and those in positions of governance must be challenged to demonstrate that collaboration, in its many forms from “federated” to local bilateral arrangements has been explored with properly costed business cases. Those cases must be implemented where they demonstrate that collaboration delivers value for money for the public.

24. Collaboration does not always flourish where it is mandated but works better where it is a true partnership. It is the case that it is necessary to exercise effective leadership necessary to deliver significant change in this area, and the cultural, structural and systemic problems which need to be overcome, to achieve this. The structural short-termism that is inherent in policing, whether in the five-year fixed terms for chief constables, the four-year terms for both Governments and PCCs with inherent risks associated with a focus on local policing add to the complexity of achieving collaboration. Dialogue between all policing stakeholders, and perhaps more significantly public challenge, will be necessary to achieve this.

25. An additional feature for the future will be the extent to which a PCC may see those in other parts of the public sector as equally “natural” partners rather than a simple focus on the police service. Examples might include sharing services with local authorities.

National Crime Agency (NCA)

26. The need for consolidation and better “fit” in the arrangements for tackling serious organised crime on a national basis is welcomed and we believe that this needs to be considered in relation to the vertical integration of policing and the relationship of policing and crime at all levels. The relationship between the NCA and local forces will be key as will the development of a common shared approach and common goals and targets. We do think that the relationship between the head of the agency and the distance between that role and that of chief constable of geographical forces is one that needs to be considered. We would suggest that the largely successful model used in counter-terrorism where local chief constables, their police authorities and staff are fully integrated with the national infrastructure is one that bears close examination.

27. The intended focus of the Agency is clearly one of “law enforcement”, as is currently the case with SOCA. We do have some concern that the culture of local policing which has been although of course, concerned with law enforcement is founded upon consensual and participative community safety, crime prevention and the protection of life and property. This feature will need to be carefully managed and monitored from the outset.

NPIA, its Functions and Governance

28. Our main concern here is that this body is being phased out without a clear plan of where the work will go or how it will be paid for. Transfer of cost to police authorities is already taking place and our concern is that the cost of the services provided will be transferred to local policing bodies. Some of the more operationally-focussed work of the NPIA (such as the Police National Database) will require a move to a lead police force or alternative agency. Some of its less visible but equally valuable work is at risk of disappearing. For example the delivery of professional qualifying examinations and assessments is a key activity on which the strategic future of the police service relies. We believe that any consideration of the future leadership role of ACPO needs to take this into account.

29. The proposed National Crime Agency is raising concerns regarding clarity on its range of functions, delivery and governance. This is true across England and Wales especially where there are effective regional units and this could raise issues about central tasking of locally financed assets. Policing delivered in any locality needs proper governance and accountability. The Association does not have any comment to make on the location of CEOP.

ACPO

30. As highlighted in our submission on Policing in the 21st Century, the Association would continue to caution against a simple transfer of all leadership issues to ACPO. Such a move could be viewed as police leadership based on experiential rather than an evidential model of leadership and development. Leadership development in other sectors such as health and law make effective use of a multiplicity of sources, co-ordinated by professional bodies whose primary role is one of public rather than professional interest.

31. The proposals for ACPO need to be viewed alongside the other changes proposed to the national policing landscape. The Association would wish to reiterate its concern that the service risks becoming more insular thus losing the benefits from a more outward facing approach. The proposals, if fully implemented, would include the making of all senior level appointments by a small number of chief officers who would also control all leadership development through the ranks. There is a move to centralise procurement, but only within the service. External inspection will have lost the wider public sector input from the Audit Commission leaving, in the main, Her Majesty's Inspectorate of Constabulary which remains largely staffed by seconded or former police officers.

March 2011

Written evidence submitted by the Association of Police Authorities (APA)

The Association of Police Authorities (APA) represents police authorities in England, Wales and Northern Ireland. It has two main functions: to act as the national voice of police authorities and influence the national agenda on their behalf; and to help police authorities do their job locally through the development of guidance and advice on national policing, criminal justice and community safety related issues.

Police authorities collectively form one of three constituent bodies to Tripartite governance arrangements for policing. The Home Office and the Association of Chief Police Officers (ACPO) comprise the other two constituents.

Police authorities locally are responsible for setting the strategic policing plan for their force area and holding the chief constable to account for the policing service delivered. They also have responsibility for ensuring that policing services are efficient and effective; have a duty to consider resource allocation; and to secure Best Value through continuous improvements.

Executive Summary

1. The Association of Police Authorities (APA) welcomes the inquiry by the Home Affairs Select Committee (HASC) into the proposed changes to the national policing landscape. We have serious concerns about the direction of much of this activity.

2. Any change to the existing institutions and structures requires a clear rationale and effective planning and execution, on the back of a robust business case. In our view, none of these criteria have been adequately met. Design issues aside, the change programme is also working to plainly unrealistic timeframes. When viewed in the context of wider reform proposals to replace police authorities with Police and Crime Commissioners (PCCs), the current programme trajectory presents serious risks to business continuity in many areas.

3. In particular, we are worried at this late stage about a lack of clarity regarding the future structure, governance and functions of the proposed National Crime Agency (NCA) and inadequate contingency planning for a decommissioned National Policing Improvement Agency (NPIA). While existing structures (SOCA, CEOP, UKBA) might continue as effective "backstops" to any delay in the introduction of the NCA, the same cannot be said of the NPIA, whose decommissioning has already commenced despite significant uncertainty about what functions and services should continue, who will provide them and at what cost.

4. While the police service must take urgent action to reduce costs and increase productivity we must not lose sight of business continuity and effectiveness. Should PCCs be introduced in May 2012, we question their ability to deliver seamless transition under the circumstances.

5. The APA is also deeply concerned about costs. Alarming, it is still unclear whether the proposals will increase or decrease overall police expenditure and, more concerning, where the costs will fall. We are especially loathe to see any costs transferred to police authorities and/or forces arising from the proposed changes, particularly at a time of such financial pressure.

6. In addition, we are unaware of any contingency budget to cover transition risk, nor where such funding might come from? Without sight of a robust business case, including thorough cost analyses and funding contingency plan, the APA is extremely wary of activity underway to reconstruct the national policing landscape.

7. The proposed changes to the national policing landscape are, in our view, too much, too fast and we urge the Government to reconsider its agenda.

Procurement and Collaboration

8. While many police authorities have made progress in areas of procurement and collaboration, there will always be further opportunities for efficiency savings and improving effectiveness.

9. But there are also significant constraints and we struggle to understand Ministers' apparent fixation on collaboration as the panacea of policing improvement and savings. Indeed, some police authorities (and Chief Officers) believe the potential gains from collaboration especially are overstated and that Home Office expectations about the speed with which benefits can be realised are unrealistic. That said, we welcome the initiative of Her Majesty's Inspectorate of Constabulary (HMIC) to focus on collaboration in their second-round "support and challenge" discussions with forces and authorities.

10. We are aware of Ministers' frustration at the progress made by some police authorities and forces on collaboration. However, where the Government feels the need to intervene in such matters, the APA urges caution. While the APA agrees with police authorities being encouraged to give due regard to collaboration in the interests of effectiveness and efficiency, it does not endorse mandation. Authorities must be given the freedom to collaborate where they believe it makes sense and the numbers "stack up". The proposed National Air Support Strategy is an example of collaboration making no such sense to several police authorities. In this instance, mandating won't change the underlying fundamentals that will result in higher costs and poorer service for the affected communities.

11. While public/private collaboration arrangements might offer new opportunities for forces, the pace at which proposals might be designed and implemented should not be overlooked—particularly where significant risk is present. That said, the APA supports exploration of all new business models, including those involving partnership with the private sector.

12. We agree that procurement might benefit from improved national coordination. All forces (and authorities) are eager to identify savings opportunities and prepared to explore all proposals substantiated by robust business cases, such as in the case of national procurement. The APA does not, however, support compulsory national procurement. Police authorities will be incentivised to procure nationally where the benefits are present.

13. In addition, we are concerned about changes already underway to relocate national procurement functions. Specifically, we are unclear about the rationale for shifting non-IT procurement functionality to the Home Office. Any decisions about where such functions should reside must take into consideration practitioner expertise, access to networks and costs (including bureaucracy).

14. On a related note, we are bemused by early indications from the current Wasserman Review to replace the NPIA with another "GovCom"/quango to deliver procurement and other functions regarding IT infrastructure currently provided by the NPIA. Any such initiative raises concerns about Tripartite governance arrangements, aside from the obvious cost implications and risks to business continuity and public confidence. The APA awaits sight of a robust business case before lending support to the dismantling of existing structures.

Removal of Bureaucracy

15. The APA keenly advocates a reduction in all bureaucracy that impedes effective and efficiency policing. In particular this includes handing back greater discretion and autonomy to police officers where possible—while appreciating the often conflicting aims of ensuring essential safeguards to public confidence and operational flexibility. We stress the importance of holding police officers and forces to account, and want to ensure an appropriate level of scrutiny in order to reassure communities. On a specific note, the APA is concerned by the Government's repeal of the Stephen Lawrence inquiry recommendation regarding the recording of police stops and the consequences in terms of community trust and confidence.

16. The APA concedes that progress on reducing bureaucracy has been slower than desired. In particular inter-force processes and decision-making need significant improvement. This requires overcoming many challenges associated with parochialism and blockages created by legacy systems, particularly involving information technology.

17. We would expect funding constraints to further boost initiatives to reduce bureaucracy, alongside other well-recognised vehicles for improving productivity and lowering costs, such as business process re-engineering, better procurement practices and collaboration.

18. The challenges to making headway in some of these areas should not be underestimated, particularly with regard to collaboration between forces. Proponents of collaboration often disregard the difficulty in overcoming deeply entrenched cultural, technical and institutional barriers between forces—arising from long-standing historical factors. Essentially, collaboration often increases bureaucracy, often via complex legal arrangements required to circumvent obstacles.

19. The APA is also concerned that current (and we believe future) legislation prevents a police authority (PCCs) from delegating functions to another police authority (PCC). In practice these arrangements mean that the management of a collaboration contract cannot be delegated by one police authority (PCC) to another, thus requiring the costs associated with managing the contracts to be duplicated by however many parties are

included within the agreement. This structural inflexibility typifies the problems and costs associated with bureaucracy within the police service.

20. The APA advocates an honest debate with the public to make clear the nature of trade-offs inherent to policing. If the public is unwilling to accept mistakes and perhaps a less comprehensive service; if risk is to be avoided and mitigated at all costs; if police officers are unwilling to bear such risks; then limitations exist on the downward drive on bureaucracy that must be recognised and articulated.

Future Functions of the NPIA

21. Of all activity currently underway to reform the national landscape, the APA is especially concerned about developments concerning the NPIA.

22. Most troubling is that activity is already underway to disestablish many service areas of the NPIA without a clear understanding of the impact on forces and authorities in terms of costs and service delivery.

23. We understand the imperative to reduce costs, but the risks to policing under the circumstances are significant. Unfortunately much of this activity has occurred without robust debate among stakeholders, including police authorities, despite the best efforts of the NPIA. In truth, with minds distracted by disruption to many other fundamental aspects of policing, changes afoot within the NPIA have largely progressed without the necessary stakeholder scrutiny.

24. In this regard, the APA welcomes the interest of the Select Committee in this matter and hopes that greater attention may be drawn to the risks presented by the intended reforms.

25. Areas needing clarity about the future of the NPIA include:

- Has there been sufficiently robust analysis of the services currently provided by the NPIA and needs of forces? What risk analysis has been conducted in this regard?
- What are the transition arrangements for services still demanded, but due to be stopped?
- What business models will be applied for services retained by the NPIA and what are the implications for costs to local policing budgets?

26. We are surprised and alarmed at the haste with which the NPIA is proposed to undergo restructure and, more particularly, clearly inadequate contingency arrangements that jeopardise service continuity in many areas of operational policing activity especially.

27. We fear the consequences of service fragmentation from the changes underway. Will individual forces be burdened with the cost and complexity of establishing local supplier arrangements, be it forensics, training and so forth? Such an outcome would seem counterproductive to national procurement and collaboration initiatives—especially where cost economies are required.

28. The APA is already concerned about the time scales for the replacement of the Forensic Science Service (FSS). At the time of writing the APA is dissatisfied with arrangements to accommodate cessation of the FSS and the management of the risks to business continuity for the police service, the wider criminal justice sector and individual victims of crime.

29. We are also unconvinced of the rationale for splitting functions between bodies, for example national procurement, particularly where corporate synergies may be lost and without a clear delivery strategy.

30. While our argument has focused on the existing suite of services we also wish to flag up a gap in current planning concerning support and training services for PCCs, should they come to pass. The APA is currently contributing to a Home Office-led project exploring how PCC capacity to undertake their new role can be built. We are greatly encouraged by this development, but in light of proposals to abolish the NPIA we are concerned about how these objectives will be delivered in practice. The ability of PCCs to “hit the ground running” will depend on experience, knowledge, training and ongoing support. There is presently no clarity about how this will be provided and by whom. Should transition to a new national landscape be incomplete by May 2012 the risks to service effectiveness and continuity will be compounded.

31. We see training and support as a role for a new national representative body for PCCs, but anticipate the more likely delivery model will involve commissioning of services via a third provider, such as the NPIA. However, we stress the need for caution on matters of training and support for police governors. Whoever fulfils this role must possess the necessary expertise and, more critically, be sufficiently independent of police practitioners to hold them to account. It remains a risk that either the police can dictate the training their governors get, and/or give it low priority, with little need for investment. In this respect, our concerns are heightened by ACPO’s apparent interest in acquiring some of the services discarded by the NPIA, which may include governance training and support.

32. A thorough impact assessment, including questions of funding arrangements and cost transfer are needed before any firm decisions are taken about the deconstruction of the NPIA. Timing of events is also a serious concern. The NPIA has already indicated that structural barriers alone make transition within the required timeframe practically impossible. With these issues in mind, the APA strongly encourages the Government to

revisit its plans for decommissioning the NPIA, and to promptly communicate how the apparent risks and costs of current arrangements will be mitigated.

National Crime Agency (NCA)

(i) *Replacing SOCA*

33. We are concerned about transition planning for any transfer of SOCA functions. There is still a lack of clarity about what role and functions the NCA will assume, how national policing functions will be delivered and, critically, how they intersect with PCC proposals. While we are concerned about an apparent disconnect across the national policing landscape change programme, we support the objective to roll SOCA into a new national body. The APA has never been satisfied with SOCA's governance arrangements and will continue to advocate the necessary changes.

(ii) *Other Potential Functions*

34. The establishment of the NCA provides an opportunity to revisit a range of policing functions and establish where they best sit, ie locally, regionally, and nationally. The APA feels that more could be done to map out a full range of functions and align them to appropriate agencies.

35. If the scope of the NCA is to be quite narrow on tackling crime, what will happen to the vast range of other functions that would benefit from national coordination, including, for example services to support protected persons. Our earlier concerns about the de-commissioning of NPIA pick up this issue.

36. The APA feels that not enough has been made of the opportunity to fully map the functions of policing and establish appropriate ownership. This is likely to have the consequence of ongoing, patchy reform with those areas missed from this stage of the process needing to be revisited at some point in the future.

(iii) *Governance and Accountability*

37. Fundamentally, the NCA needs to avoid the problems experienced with SOCA and ensure that it is properly owned by and accountable to the Tripartite—and that this is reflected in its governance structure.

38. We accept that the Home Office should play a significant role in the NCA, as the government department with the lead on police and crime issues. But this needs to be properly balanced with the legitimate role of the rest of the Tripartite. For instance, the majority of Board members on the NCA should be evenly balanced between representatives from a national body representing police governors (possibly PCCs), police service representatives, and the Home Office. Representation by independent representatives and other key stakeholders should also be considered.

39. The new governance arrangements should support better communication between the NCA and local policing bodies, both operationally and in governance terms. This has been a fundamental problem in relation to the operation of SOCA, where the left hand is not adequately coordinated with the right in policing terms and must be resolved.

Future Location of Child Exploitation and Online Protection (CEOP)

The APA feels that CEOP should not sit within the NCA as its relationship with the private sector, as well as other partners engaged in work involving the protection of children would benefit from separate management.

However, it will be important that the delivery of the services provided by CEOP are effectively and fully coordinated with other policing services.

Future Role of ACPO

40. ACPO should essentially be a body to represent the views of its members nationally, develop operational policing policy, and provide professional advice and guidance, primarily to its members.

41. However, over the years ACPO has taken on other functions which have ranged from coordinating "Freedom of Information" (FOI) requests to running national operational programmes, such as counter terrorism (CT). We understand the latter has now formally been handed over to the Metropolitan Police.

42. We are concerned that functions beyond those of representing its members, particularly those which involve ACPO in operational policing, or managerial and coordination roles on behalf of the police service, need adequate governance arrangements that are currently absent. This is particularly the case where public money is being spent. The APA believes this might be a role for any future national body representing police governors (possibly PCCs).

43. Careful consideration of future governance arrangements will also be important should ACPO act in any type of advisory capacity to the Government/Home Secretary—especially with prospects of Her Majesties Inspectorate of Constabulary (HMIC) rowing back from such a role in future. Governance arrangements must ensure balanced representations among Tripartite members in any such capacity.

44. Returning to our earlier stated concerns about the potential transfer of functions from the NPIA to ACPO, we are reticent about any such handover, irrespective of issues of competence and accountability, until governance issues are fully resolved.

45. Police leadership development is another area of significant interest to the APA. In addition to our concerns about ACPO potentially assuming a role in providing training and support to policing governors, we are also unsettled by a prospective transfer of “leadership development” activity to ACPO.

46. Our concerns arise from ACPO’s long-held attachment to a “cadre” approach to leadership development and current suggestions that they assume responsibility for identifying and selecting the pool of candidates from which police authorities (or PCCs) appoint Chief Officers. Such an approach, in our view, will do nothing to resolve concerns that the police culture is hostile to diversity and inclined to go on developing leaders in their own image.

March 2011

Written evidence submitted by the National Policing Improvement Agency (NPIA)

In October 2010, at your request I wrote to the Home Affairs Committee (HAC), with a general update about the work of the NPIA, its achievements and challenges. I outlined the impact of current changes on the Agency, principally those related to the deficit reduction programme, the Spending Review, the Coalition Agreement and the Home Office’s consultation document Policing in the 21st Century.

Developments since have included:

- work to define the new National Crime Agency;
- the introduction of new legislation such as the Police Reform and Social Responsibility and Protection of Freedoms Bills;
- the publication of the Winsor Review;
- Peter Neyroud’s Review of Police Leadership and Training; and
- work by the Home Office to identify options for the future delivery of NPIA retained services including information and communications technology.

I welcome the opportunity to contribute to the debate on the future national landscape of policing. The Committee’s inquiry is timely and I have attached evidence covering the questions you raise.

A. Summary

The NPIA’s evidence to the HAC Inquiry into the future of the new landscape of policing will cover:

- the NPIA in transition;
- building the new landscape;
- the NPIA’s contribution to:
 - more effective procurement;
 - reducing bureaucracy;
 - greater collaboration between forces and other partners; and
- comments on the new landscape, where appropriate.

B. Introduction

I have been CEO of the NPIA since January 2011, having joined the Agency as deputy CEO in January 2010. The NPIA welcomes the opportunity to comment on the future of the new landscape of policing.

In July 2010, the Home Secretary announced the phasing out of the NPIA, and we now expect the bulk of our functions to be transferred during 2012. I would like to pay tribute formally to the public servants in the NPIA who have responded in a purposeful, professional and mature way to this announcement. They continue to deliver services and products to the police service, against the backdrop of a challenging and complex environment and rapidly reducing budget.

Following the Home Secretary’s announcement, work began to design the future landscape, including a new National Crime Agency (NCA). We have maintained the position that it is for Government to decide the structure of the new landscape and for the NPIA to provide objective advice based on its professional expertise. We have argued that there are real benefits in delivering these from a single organisation. This position is informed by our experience of working closely with ACPO, APA and the Home Office in providing critical support services and programmes to police forces since 2007. We accept that these arguments have not been persuasive and we do not anticipate that the NPIA’s functions will be transferred to one organisation. We continue to work constructively with partners to identify options for the delivery of retained services post 2012.

In establishing the new landscape, there is a need to understand how the delivery of individual activities and functions at a national level is more efficient and effective. The transfer or decommissioning of these functions could introduce further risk which would have implications for public protection, policing capability and the future leadership of policing.

The NPIA was established, in part, in response to a perception that existing arrangements for delivering support to police forces and implementing national initiatives—in response to demands from disparate bodies—were inefficient, often mutually contradictory and inconsistent. A strong strategic commissioning mechanism, including all component bodies, will be needed in future to avoid duplication of effort, cut bureaucracy and achieve better use of resources and management of risk. Without it, it will be harder to ensure that activity is based on evidence, priorities and capability requirements are identified, and the right investment decisions are made across the portfolio of policing reform initiatives.

Until it is phased out, the NPIA will continue to provide critical national services to policing, including in the areas of cost effectiveness, collaboration and bureaucracy reduction. Their centrality to the work of the Agency is reflected in our priorities for 2011–12, as agreed by our tri-partite Board, which are: delivering critical national IT Services; providing specialist operational and support services; improving cost effectiveness and reducing bureaucracy; and managing transition.

I have set out below the Agency's responses to the specific questions posed by the Committee, where it is appropriate for us to comment.

C. HAC Questions

Q2.1 *What progress has the Government made so far and what further steps should it take in driving:*
(a) *more effective procurement in the police service*

NPIA believe a strong leadership role is required to harness the purchasing and bargaining power of the police service. This needs to combine commercial skills with a deep understanding of policing requirements.

Police procurement can be made more effective by simplifying how police forces and authorities make purchases, linking existing systems to a common marketplace in a style similar to that of online buying. By April 2012, we intend to have completed the roll out of a central online procurement hub (Zanzibar). This will simplify how police forces and authorities make purchases, linking their existing systems to a common marketplace that allows goods to be procured against national contracts.

The Agency identified that the service can improve how it works with its principal suppliers. It put in place a strategy, with the police service, in 2009–10 that generated savings of over £60 million. This is being extended further, and the Agency is actively working with the police service and Home Office in engaging with key suppliers. We are working with these suppliers to deliver better value for money, achieve savings and deliver improved performance /services.

The Agency also recognises that category management has a strong role in making police procurement more effective, such as in the arrangements for purchasing police vehicles. By working closely with the service, there is now greater standardisation in the range of police vehicles. Standardisation has both financial and non-financial benefits. Standardisation will save money (approx £1–2k per vehicle); will be quicker to deliver to Forces and be fully tested/warranted. Non-standard vehicles are not generally tested. Our work was recognised publicly when we received the Central Government Procurement Award in February 2011 for this National Police Vehicle Framework.

The NPIA is leading the work to deliver police ICT more consistently, and with better value for money, through more effective procurement. For example, as part of the Information Systems Improvement Strategy (ISIS), the NPIA is managing a tender process for a national framework for Digital Evidence equipment, replacing antiquated cassette tape systems in forces. This is expected to generate an estimated £7.39 million of recurring savings by March 2015. Seventeen forces and another Government Department have already expressed an interest in using the framework. The restructure and recent two year extension of the IDENT1 Fingerprint Database service will deliver nearly £34 million of savings over the next five years, including £6.8 million in the current financial year. Work is also underway in reviewing design options for national infrastructure for police IT systems. This has the potential to deliver even more significant savings over the Spending Review (SR) period.

In mid-March, we rolled out a national framework agreement for forces to buy off-the-shelf IT equipment and general computer software. The Government has made it compulsory³⁷ for forces to use this framework agreement to get the IT they need from one pre-approved supplier, without having to go through a costly and lengthy procurement processes. The three-year framework agreement provides a cost effective and joined-up approach to help forces make significant savings. This will save forces up to £18 million over three years.

The latest recurring cash savings forecast for the Agency's work on non-IT procurement is £28.2 million for 2010–11. This includes the negotiation, working with the Metropolitan Police Service, of a new framework for the acquisition of mobile phones with anticipated savings of between 27% and 55% which is expected to

³⁷ Regulations under Police Act 1996 Section 53 (Equipment) Regulations came into force on 4 March covering Body Armour, Vehicles and IT Commoditised Hardware and Software

achieve recurring cash savings of up to £7 million each year by March 2015. Responsibility for non-IT procurement will move to the Home Office, in the near future.

(b) *the removal of unnecessary bureaucracy in the police service*

Much police bureaucracy has been produced as part of a familiar cycle in which an event or series of events is followed by a review, report or hearing which recommends safeguards. Their intended purpose is usually to improve transparency, accountability or consistency and quality of police response but they can often develop into new bureaucratic processes which hinder professional judgement and the service received by the public. In its final year, the NPIA is determined to act as an agent for radical change in this area, identifying and cutting unnecessary bureaucracy in its interactions with the Police Service. Our 2011–12 Business Plan sets out how we will challenge the police service and ourselves, adopting an innovative and open-minded approach to this issue and being ready to make fundamental changes to how we work. With the backing of the ACPO lead in this area, Chief Constable Chris Sims, we will work with our policing partners to carry out a critical assessment of the need for, and delivery of, NPIA processes and services. This will include, for example, reviewing police promotions, accreditation regimes, assessments and examinations. Work to minimise the data burdens imposed on forces continues and our internal gateway process ensures that all proposed data requests are assessed to determine whether the benefit of the collection outweighs the burden. This has reduced the number of standing collections by over 50%.

A fundamental element of reducing bureaucracy and building the Police Service's professionalism, is the new approach being taken to police knowledge including cutting doctrine significantly and developing evidence-based and clearly badged ACPO Authorised Professional Practice (APP), where needed. Working closely with ACPO Business Areas, the NPIA has supported the Police Service through a recent review and audit of doctrine. The first stage of this work, which is nearing completion, has identified 600 pieces of guidance, fewer than 100 of which were produced by the NPIA. As set out in our 2009–10 business plan, we have already enabled the service to reduce them by over 20%.

This is now informing our work with ACPO and other partners to take forward the APP Programme, led by ACPO Vice President Chief Constable Sara Thornton. This will begin with defining suitable subject areas for APP. They are likely to include core practices across policing, such as investigation, intelligence, command and risk management, and those specific areas, such as use of firearms or public order policing, where the associated risk and/or need for interoperability between forces requires national consistency.

APP will support the delivery of the Strategic Policing Requirement (SPR), as described within the Police Reform and Social Responsibility Bill. The SPR covers those high risk areas where interoperability is necessary to maintain public protection. The Agency's role in identifying threats, defining the required capacity, capability and connectivity and helping forces to manage the implications of the SPR, is recognised by the Home Office and ACPO and will involve intensive work over next 12 months.

The NPIA is playing a major role in the delivery of the inter-agency National Reducing Bureaucracy Programme, led by Chief Constable Chris Sims. We are providing cross-cutting support, including project management, the definition of project benefits and the evaluation of results. We are also leading or supporting individual projects, including the possible piloting of new approaches to dealing with missing persons and domestic violence, the return of charging decisions to the police and the reduction of bureaucracy in police HR processes, such as the annual performance appraisal system. The Agency's work will help the Programme to make a tangible difference. Through the removal of unnecessary paperwork, systems and processes, the service will use its resources more effectively, the public will receive an improved service and police staff and officers will be able to exercise more professional judgement and effective risk management.

The NPIA provides access to a broad pool of policing knowledge and evidence, built from research, practice, experience and lessons learned. This knowledge is accessible twenty-four hours a day, through the Policing On-Line Knowledge Area (POLKA). Specialist knowledge is sign-posted through the National Police Library and the Specialist Operations Enquiry Line. By providing this knowledge centrally and making it easily accessible, we cut duplication of effort, save police time and support the front-line.

As part of the Government's commitment to give the public better access to information about police performance, the NPIA helped to develop the recently launched "crime map". Street level information about crime and anti-social behaviour (ASB) has been available at www.police.uk since 31 January 2011. The national website consolidates information from across all force areas so individual forces do not need to manage the provision of data to their local communities. This reduces the bureaucratic burden. The site has been overwhelmingly popular with over 42 million visits since its launch.³⁸

The NPIA supports value for money (VfM) in policing through work undertaken across the organisation, in addition to support provided to ACPO and the Home Office. Our VfM approach includes support for process improvement and transformational change, enabling forces to increase or maintain quality of service and operational capacity while also reducing costs. The Cost Effectiveness, Continuous Improvement and Capability Support Units are currently engaged in 38 commissions across 21 police forces, alongside work being undertaken with four police authorities. These commissions cover a wide range of issues, including

³⁸ The average user spends 5 minutes 21 seconds on the site and looks at 7.6 pages of information per visit.

public confidence, serious acquisitive crime, performance management, counter terrorism and OGC gateway reviews. Over the last year, these units have collectively supported forces in delivering efficiencies of over £100 million through business process improvement. This work is underpinned by an evidence-based approach that identifies best practice and a sustained approach to capability building, embedding the lessons of supplier-supported engagement within the service. The use of peer networks provides forces with access to subject matter experts and serves as a platform for the development of a continuous improvement practitioner community within the police service.

Following its launch in February 2011, the NPIA is hosting the Home Office-led multi-agency Police Value for Money Unit (PVfMU). The PVfMU will co-ordinate and lead on work to enable the Police Service to meet the financial challenges of the SR. This will include, improving frontline services and minimising spend on other functions. It will report to the Police VfM High Level Working Group which is chaired by the Minister of State for policing and criminal justice. Within the NPIA, the ISIS Programme and the teams working on cost effectiveness, collaboration, continuous improvement and capability support will work to a common strategy co-ordinated with the PVfMU.

(c) Greater collaboration between forces, other partners, from both the public and private sectors

Forces collaborate across a range of critical national IT services that they all use. These include Airwave, the digital communications system, the Police National Computer (PNC) and most recently the Police National Database (PND). The PND is a new national information sharing system that went live this year. All forces provide data to the PND. It allows forces and other PND user organisations to view each others' intelligence information directly, saving police time, reducing bureaucracy and improving public protection. Like Airwave, the PND is a service that is managed by the private sector. Forces are already beginning to realise tangible benefits from the PND in terms of public protection. (See case study below).

Case Study

A Northumbria CID unit was conducting enquiries on a suspect who was, until that point, being treated as a low-level perpetrator of offences within the force area. When checked on the PND using an unusual detail in the individual's middle name, several matches came back from forces across the North of England. On further analysis, the individual's suspected offending was found to be more serious and sophisticated than each individual force assumed, placing him firmly within an organised crime network.

The Information Systems Improvement Strategy (ISIS) is one of the key programmes being delivered by the NPIA that will enable forces to maintain frontline services to the public as budgets reduce. Currently, each force owns and operates its own ICT resulting in duplication of investment and effort. Working in partnership with ACPO, the Home Office and the private sector, ISIS will incrementally replace hundreds of systems with nationally available services which forces will pay for on the basis of consumption. This approach will reduce costs and enhance information sharing between forces and criminal justice partners, improving the service received by the victims and witnesses of crime.

The development of common business processes and the ICT infrastructure serves as an enabler for wider collaborative ventures, and the NPIA continues to work with forces to explore the potential for cost reduction and improved performance through partnership working. In addition to providing a range of tools and guidance via POLKA, the Cost Effectiveness Unit is working with ACPO to develop a future operating model that captures the appetite for regional or national delivery of some policing functions. The Unit is also engaged in a joint project with Home Office to test alternative service delivery models through partnerships with private sector suppliers. The PVfMU is central to coordinating this work.

Case Study

Project Athena is a collaboration of nine forces which are defining, procuring and implementing solutions for investigation, intelligence, and defendant management (incorporating custody and case preparation). With the support of the NPIA, we are helping them to create a framework agreement that will be available for use by other forces across the country, to provide further efficiencies and cost savings.

The National Police Air Support service is a new national service which the NPIA is developing with ACPO. It will replace the current geographically-based police air support, with a national, borderless service, providing effective coverage across England and Wales. This model will also achieve savings of 22%, approximately £15 million every year, compared with current costs. Delivering this service on time and in budget will be a challenge, but we are working closely with stakeholders to launch in April 2012. We are also working with ACPO and the Home Office on the transition of the service following the phasing out of the NPIA, which had been commissioned to host it.

2) Which bodies should take on the functions of the National Policing Improvement Agency when it is phased out?

The NPIA will work constructively to ensure that there is a smooth transition of our services into whichever organisation is to become their eventual home. We believe that there are many respects in which the one stop shop for national police services has produced significant benefits at lower cost and complexity. However, we accept that decisions on the future landscape are not ours to make and we are focusing our efforts on:

- continuing to deliver critical national services that enable front line policing;
- working with the Home Office to examine options for the future delivery of the main components of our service, including leadership, training, information technology, operationally-focused support services, research, procurement and cost effectiveness; and
- providing advice and support to help develop a sustainable funding model for delivering those services which are best provided nationally.

3) *What advantages/disadvantages would the new National Crime Agency (NCA), as proposed by the Government in Policing in the 21st Century, have over the existing Serious Organised Crime Agency (SOCA)?*

The success of new arrangements will require the right balance to be struck between responsibilities for dealing with crimes above the local level on the one hand, and responsibility for managing national support services on the other. If the latter responsibility is defined too broadly, then there will be a risk of the new Agency being distracted from its operational focus.

A small number of NPJA functions may have a strong strategic fit with the new body's crime fighting role. Examples include the provision of specialist advice to forces on the most serious crimes, missing persons and witness protection functions, and intelligence and data matching functions in respect of serious crimes.

The fit is less clear in respect of a number of other essential operational support services, such as national activity on forensics and providing accreditation and specialist training and advice on proceeds of crime issues. The future arrangements, which have yet to be determined for such services, will, therefore, need to be considered carefully. They will also need to be capable of supporting the further development of initiatives like the creation of a national air support service, now underway, where a national approach can reduce cost and complexity whilst allowing local forces to focus on reducing crime.

7) *What should be the role of ACPO in the new landscape?*

The "Policing in the 21st Century" consultation document was very specific about the role of ACPO in contributing to the future policing landscape, with particular focus on police leadership, the development of police standards and sharing best practice³⁹ However, Policing in the 21st Century also made clear that ACPO should reposition itself to do this and to increase its accountability, with particular regard to public funding. ACPO has shown willingness to adapt to the new policing landscape in this way.

We understand that Peter Neyroud's Review of Police Leadership and Training is likely to recommend the establishment of a professional body for policing. If this were to be agreed, ACPO would play a significant role and it may provide the framework for ACPO reform and address issues regarding transparency and public accountability of their funding and functions. The successful establishment of such a body would be dependent upon ACPO gaining the support of the Police Superintendents' Association of England and Wales (PSAEW) and the Police Federation. The role of police staff, often undervalued in previous reviews, would also need to be considered if this body were to be truly representative of policing. Building a new professional body would require the full leadership capability of ACPO. The NPJA would expect to contribute to the development of a new organisation, including managing the transition of our current functions as appropriate.

The current ACPO membership should continue to play a major role in the new landscape more generally, drawing on the collective experience, skills and guidance of Chief Constables and other senior officers.

March 2011

Correspondence from the National Policing Improvement Agency (NPJA)

Thank you for writing to me on 22 July in relation to the new Police IT Company that will take on several of the NPJA's functions. You asked three questions, I will deal with them in turn.

1. *Prior to the announcement did the Home Secretary consult you about the new company the government is planning to set up to be responsible for Police IT?*

I have not discussed the proposal personally with the Home Secretary since the beginning of the year. I have, nevertheless, had extensive discussions with Home Office officials and with Lord Wasserman, as has Peter Holland, NPJA Chairman, and members of our team. Our discussions with the Home Office have provided us with clear steer about Ministers' vision for a new kind of delivery organisation for police IT. We have worked energetically to assist the Home Office in its deliberations by providing as much factual detail and analysis as possible.

³⁹ ACPO "Will become the national organisation responsible for providing the professional leadership for the police service, by taking the lead role on setting standards and sharing best practice across the range of police activities. It will also play a leading role in ensuring that Chief Constables drive value for money. It will be expected to show strong leadership in promoting and supporting the greater use of professional judgement by police officers and staff. It will have a governance structure which will include a key role for Police and Crime Commissioners." (Home Office, *Policing in the 21st Century; Reconnecting the Police to the People*: p 40)

2. *If she has, I would be most grateful if you could indicate what advice you have given about the functions and scope of the new company and how the company could be funded*

The NPIA has consistently sought to avoid giving advice about the future national landscape: it is for others to decide. Nevertheless, we have pointed out the smaller the number of successor organisations, the easier it will be to achieve transition within a timescale that matches Ministerial ambition. In terms of funding, we have produced detailed data on current NPIA funding and have conducted a detailed prioritisation exercise with the Police Service and other stakeholders to work out which of our services should be prioritised as they pass into the hands of successor bodies. Our funding trajectory has been set for the entire spending review period (and therefore well into the life of successor bodies) and there is not sufficient funding to pay for all current NPIA services. We are working positively with the Home Office and the Service to work out which services should be protected, which might safely be stopped and which might be funded via an alternative arrangement.

3. *Please could you also comment on whether you think the new company can successfully take on all the IT functions currently performed by the NPIA, including Airwave, the DNA database and the Police National Database?*

The extent to which the new company will be able to host specific functions will depend on the details of its business model and institutional design. The Home Secretary has given strong emphasis to the proposition that the new arrangements will be led by the Service and it will be for the Service to decide what goes where. In the first instance, Ailsa Beaton is leading work to produce proposals in this area. We will continue to support Ailsa, Lord Wasserman and Home Office officials and Ministers as they decide which of a range of possible and feasible options should be implemented.

I hope that this responds directly to your questions and I very much look forward to our further discussions when we meet on the 18 August.

August 2011

Written evidence submitted by the Association of Chief Police Officers (ACPO)

Executive Summary

This submission represents the professional views of those who lead the police service across the 44 police forces in England, Wales and Northern Ireland, as well as British Transport Police and a number of non-Home Office forces. Within the parameters the Committee has indicated are of interest to it we hope to provide a succinct overview which chief officers would be happy to expand upon at a later opportunity.

The core business of policing is very local, but there are some things better organised and coordinated at a national level. There are sound arguments for public safety, efficiency and effectiveness around doing certain things through national arrangements.

ACPO has long recognised that an organization such as ACPO, funded primarily through the public purse, should have clearly transparent and accountable governance. The organizational structure that fits the bill in almost all respects is that of a chartered body and conversations have already taken place with the Privy Council on this. That said, the Review of Police Leadership and Training undertaken by former Chief Constable Peter Neyroud is, we understand, set—once published—to outline a compelling vision for the professionalisation of the Service under a professional body for all ranks within the police service. ACPO supports this vision but awaits publication of the report before considering the detail of the proposals.

We do believe that some elements of ACPO's current role would fit appropriately within a professional body, in line with the Government's own view expressed in "Policing in the 21st Century". Such a body should be the national organisation responsible for providing professional leadership for the police service, taking the lead on setting standards and sharing best practice across the range of police activities. We also agree with the Government that ACPO should play a leading role in ensuring Chief Constables drive value for money, and should show strong leadership in promoting and supporting the greater use of professional judgment by police officers and staff. Any professional body should be open and transparent with a clear governance structure that the public has confidence in.

ACPO supports the view that police forces can be more efficient and effective through collaboration with other forces and/or other public or private sector partners. It is not, however, a panacea for all financial challenges ahead, and we regard it as potentially more expensive in the long run and a more sub-optimal approach when considered against the alternative of fewer, strategically sized forces.

We share the long-standing ambition of cutting bureaucracy in the police service and are driving forward several strands which contribute to this.

We believe that other components in the national landscape, the new National Crime Agency and the functions currently carried out by the National Policing Improvement Agency, are key to policing delivery. There is a need for a clear plan for the future of the NPIA's functions, which recognises that implications of their transfer or decommissioning could be very serious for public protection.

The NCA, we believe, represents a real opportunity to improve the law enforcement response to serious organised crime. It is essential that the NCA builds a joined up law enforcement approach which reaches from the neighbourhood to the national and into the international arena.

Specific Questions

1. *What progress has the Government made so far, and what further steps should it take, in driving:*

(a) *More effective procurement in the police service*

The Police Service spends nearly £3 billion annually with suppliers. ACPO's Procurement Strategy seeks to optimise the Service's commercial leverage by working nationally and regionally and with its suppliers.

ACPO has recognised for some time that new procurement operating principles were needed to meet the significant financial challenges ahead. An approach based on collaboration is insufficient: this has complicated rather than simplified the procurement landscape. The effort to secure maximum buy-in frequently resulted in a wide range of suppliers, too many variations in what should be a standard approach, dispersed volumes and lost time.

ACPO has agreed *four proposals* for more effective procurement in the police service:

- First for the most significant, key spend areas the Service agrees to *apply standard specifications*, so that "one size fits all". Recent Statutory Regulations implemented by the Government will assist in driving agreement of standard specifications.
- Secondly, that stronger *demand management* is applied, challenging the need to purchase and if proven, using a national procurement hub to deliver a Service-wide ebusiness strategy. The NPJA was the only existing body that could perform this role—the Government must ensure its replacement is fit for purpose and that the Service helps shape it.
- Thirdly, that effective *contract and supplier management* arrangements are in place. ACPO has proposed that a Supplier Relationship Management approach is adopted across the police service.
- Lastly, despite the size of this spend, we believe that there is little justification for scarce force procurement skills to be applied towards *indirect procurement* when alternatives exist, including greater use of the private sector.

(b) *The removal of unnecessary bureaucracy in the police service*

Despite progress, the idea of policing tied in expensive red tape remains a potent image with the general public and would be regarded as a truism by serving officers. In October 2010, CC Chris Sims (West Midlands) on behalf of ACPO and the Home Office became the lead for Reducing Bureaucracy and is the chair of the Reducing Bureaucracy Programme Board (RBPB), which under its governance arrangements reports to the Policing Minister on a regular basis.

The Reducing Bureaucracy Programme has the following Government objectives:

- Ending Whitehall interference in policing by freeing the police from central control by removing targets, excessive centralised performance management and reviewing the data burden placed on forces;
- Reducing bureaucracy and promoting judgement by supporting professional responsibility and cutting red-tape; and
- Ensuring that the leaders of the service take responsibility for keeping bureaucracy to a minimum by asking the service itself to examine its own processes and challenging the culture of risk aversion that exists in police forces.

Complementing this work, CC Sara Thornton (Thames Valley) is leading work to audit all police doctrine and replace it with a consolidated body of Authorised Professional Practice (APP).

(c) *Greater collaboration between forces and other partners, from both the private and the public sectors?*

The Government's Police Reform and Social Responsibility Bill recognises that the British policing model relies strongly on collaboration and interoperability between forces to protect the public from serious harm. The Bill creates the concept of a "Strategic Policing Requirement", issued by the Home Secretary, to secure the necessary capability to meet identified national threats. ACPO strongly supports the need for this approach as a counter-balance to the increased local political oversight that will not always consider or articulate non-local threats as priorities.

There is an already well established relationship between the private sector and individual forces. This benefit increases in direct proportion to the number of forces that are party to such arrangements. Because individual forces have different legacies and different priorities it is difficult for the private sector to gain leverage and deliver significant savings by delivering bespoke proposals for each individual force.

Private sector expertise might be directed centrally by way of mandate. Clearly, however, ACPO would wish to approach such a significant step with caution and adequate consultation. There is risk, however, in

central arrangements, around the creation of a monopoly supplier. There would be concerns about resilience if there were to be a reliance on one supplier.

2. Which bodies should take on the functions of the National Policing Improvement Agency when it is phased out?

We believe it would make sense for those parts of the NPIA where there is an operational input ie helping to solve/prevent/detect crime, including some of the more covert training processes it undertakes; to be incorporated into the NCA.

Regardless of the body it ends up in, there is an excellent case for not splitting the entire IT infrastructure of national policing, which is currently managed by the NPIA. Similarly, we believe that it makes sense for one body in the new landscape to have a national and international focus to help counter the most serious threats to our nation.

There is a clear need for an over-arching organisation that builds on what ACPO currently does. This body would play a key role in the development of national professional practice/standards with the Government. It would effectively coordinate and where necessary, create standards and procedures guaranteeing interoperability between forces.

Some NPIA functions such as procurement could revert to the Home Office. We understand that non-IT police procurement is already in the process of moving to the Home Office from the NPIA. We are clear that whatever decisions are made about the future functions of the NPIA there is a need first to understand the risk profile of individual activities and functions, which are delivered at a national level.

3. What advantages/disadvantages would the new National Crime Agency, as proposed by the Government in "Policing in the 21st Century", have over the existing Serious Organised Crime Agency?

ACPO has long argued for an effective national agency to support the delivery of the UK policing effort against organised criminality. The NCA must be more than a rebranding of SOCA and there must be clear national responsibilities that it accepts and delivers on.

It is critical to understand the full extent of the relationship of a national agency with local policing, coupled with clarity around the operational independence and responsibility of the Chief Constable. Chief Constables at a local level carry a huge amount of accountability and responsibility for managing the risk in their policing area and it is important that the relationship with the NCA reflects where this accountability and responsibility actually sit.

There should be the development of one standard mapping process to understand organised crime groups (OCGs) and these appropriate standards should be held by the NCA. Aligned with this there should be a single and transparent national assessment process to understand risk, coupled with an appropriate tasking and coordination process to ensure that all organised crime groups have some form of attack and management plan. It is a fact that due to the scale of the problem this attack/management plan can range right from the long term deployment of highly skilled covert assets through to effective neighbourhood and local partner activity. In leading this work, the development of the Organised Crime Co-ordination Centre (OCCC) is seen as essential as this can offer opportunities around developing the national perspective, ensuring proper de-confliction, ensuring agency and force tagging of targets and avoiding "blue on blue" conflicts.

The draft "Organised Crime Strategy" speaks of the NCA directly tasking local police assets and holding responsibility for ensuring that appropriate action is taken against all OCGs. It is right the NCA has a national coordinating responsibility and provides assurance for the Home Secretary but it is unrealistic for them to take responsibility for what is a policing and partnership requirement and to have the ability to directly task local police assets.

4. In addition to its principal focus on tackling organised crime, what other functions should the proposed new National Crime Agency undertake on behalf of police forces?

UK Policing has for good reason developed a number of functions over the years which quite properly sit above force level. Some of these currently sit within the National Policing Improvement Agency, including the Serious Crime Analysis (SCAS), the Proceeds of Crime Co-ordination Centre and the specialist operational support available to senior investigating officers. On top of this there are national infrastructure issues to support covert tracking and surveillance and these must be placed within a national function. National support functions such as technical support units and specialist support units need to be co-ordinated and the NCA provides an opportunity to both develop and hold the standard whilst co-ordinating activity across the country.

Additionally, the Police Service has developed specific necessary organised crime intelligence functions around areas such as distraction burglary and rogue traders (Operation Liberal), firearms (National Ballistics Intelligence Service), vehicle intelligence, wildlife intelligence, football intelligence and the National Public Order Intelligence Unit (NPOIU). There are more such national crime intelligence systems and it is anomalous that these sit at times within individual lead forces. The NCA provides an opportunity to better co-ordinate these functions within the new agency.

ACPO also suggests the following specific requirements are included:

- An enforcement function capable of end to end complex criminal investigation and enforcement working collaboratively with police forces.
- A knowledge development function to include the Organised Crime Co-ordination Centre (OCCC) and bureau services for UK law enforcement agencies.
- A preventative function.
- An operational support function to include issues such as specialist technical support, the serious crime analysis section etc.
- An international gateway and liaison function.
- A tasking and co-ordinating function.
- A specific function to deal with related national crime development issues such as the national infrastructure, specialist doctrine and standards, key databases, learning and development and specialist training.

These elements must “hang together” and not be created as stand-alone directorates potentially working in silos.

5. What should be the governance and accountability arrangements for the proposed new National Crime Agency?

Current thinking is that the Chief Constable who leads the NCA will report directly to the Home Secretary. While this may carry some attractions, it will be an unusual model for a Chief Constable to work within and may present considerable logistical and constitutional difficulties and also risk for the Home Secretary. The current Organised Crime Partnership Board could provide some specific governance on behalf of the Home Secretary and in support of the lead Chief Constable.

At local level, the role of the Police and Crime Commissioners has still to be clarified fully. In the current proposals the PCCs, voted in on a local mandate, will take a huge amount of responsibility for local policing and community safety and logistically it will be very difficult for them to have oversight and governance of collaborative, cross border and regional assets. Nevertheless, with the development of regional intelligence units, regional asset recovery teams and regional operational teams working alongside the NCA, it is clear that PCCs will need to have some role and some understanding.

Present thinking is that the NCA will be a Non Departmental Public Body (NDPB). The remit is clearly that of a crime fighting body led by a Chief Constable, and there are considerable strategic and financial benefits by a policing model as opposed to the NDPB concept.

6. Where in the proposed new landscape would the Child Exploitation and Online Protection Centre best sit?

ACPO recognises that the work of CEOP is not primarily about law enforcement. CEOP has a child and victim focus rather than an organised crime and enforcement focus. Furthermore, almost half of the funding for CEOP is from non-government partners. ACPO supported CEOP operating as a stand-alone agency, however if it is to be incorporated with the National Crime Agency ACPO would seek to work to ensure how existing strengths are best preserved under new governance arrangements.

7. What should be the role of ACPO in the new landscape?

Towards the end of 2009, Sir Hugh Orde told the Committee that:

“... we need to be very clear about what ACPO is. In my judgement it is the professional voice of the Service ... I think we need to become the voice of the professional and fill the gap perhaps where HMIC has gone in a slightly different direction ... Second ... I have no difficulty in being a transparent organisation. We are more than happy to be subject to the Freedom of Information Act. ... I think transparency is important and also we need to be clearer on how we articulate what we do, which is a huge piece of work.”

In order to achieve this vision work is in hand to progress the current status of the organisation. Chartered body status would appear to offer clear governance arrangements for a publicly funded organization. Initial discussions with the Privy Council have proved fruitful but progress and Home Office support are at present bound up with other components of the national landscape and publication of the Neyroud review.

ACPO has long argued that the leaders of the profession should be responsible for ensuring the development of future leaders of the Service. To this end, ACPO has played an increasing role in the management and future direction of the Strategic Command Course; the President now chairs the Board of Governors for the relatively recently established National College of Police Leadership as well as the Senior Appointments Panel, whilst the Association has also recently taken on responsibility for determining some Honour nominations. These roles in part occupy space now vacated by the repositioned HMIC as an independent “fierce advocate of the public interest”.

The Home Office consultation document, “*Policing in the 21st Century*”, goes a step further and articulated proposed new responsibilities for the Association. It is suggested ACPO should play its part in professionalising the police at all levels by:

“... repositioning itself as the national organisation responsible for providing the professional leadership for the police service, by taking the lead role on setting standards and sharing best practice across the range of police activities. ACPO’s focus on professional standards means they should also play a leading role in leadership development, including some training programmes, while ensuring effective support and challenge from other providers.”

The document goes on to state that:

“ACPO will continue to play a key role in advising Government, Police and Crime Commissioners and the police service on strategy, best practice and operational matters...”

In our view this new professional body would also take on overarching responsibility for the following functions that largely sit or are shared with the NPIA:

- The development of training standards;
- Critical senior leadership training;
- The setting of professional standards and development of authorized professional practice (previously known as national policing doctrine or guidance) that underpin operational effectiveness and empower the discretion required by both police staff and sworn officers; and
- The provision of professional advice to the Government, which informs decision-making.

It is important to recognise that without a body in the space ACPO currently occupies all national coordination across policing comes to an end.

ACPO acts as the glue between national and the local policing efforts and its responsibilities evolved over time to plug obvious gaps. It is interesting to note that in its current form, ACPO can be traced to recommendations from the fourth report of Home Affairs Committee (Session 1988–89) which proposed strengthening of the Secretariat—albeit subject to qualifications made about the need for parliamentary and public scrutiny.

ACPO led standards and expertise underpin policing to the great benefit of the public. Three brief examples, which can be expanded upon in further evidence, are the Olympics, police firearms policy, and national capability in the event of a marauding firearms incident.

National co-ordination in terms of mutual aid—in the current era critical to public order policing—and activation of casualty bureau are also delivered through collective agreement of chief constables through ACPO. The ACPO Terrorism & Allied Matters Business Area has led a remodeling of the national CT infrastructure, the creation of interoperable Counter Terrorism Units in four regions.

While a professional body may capture many of the future responsibilities envisaged for ACPO, it may not be appropriate for the collective operational, apolitical and constitutional responsibilities of individual Chief Constables to form part of a professional body. There will remain a need for a means of ensuring that the collective operational decision-making of Chief Constables can be coordinated for the greater good of policing and the continuing protection of the public.

March 2011

Written evidence submitted by Mrs Jan Berry QPM FRSA BA—Former Reducing Bureaucracy in Policing Advocate

Introduction

I am grateful for the opportunity to inform this inquiry by the Home Affairs Select Committee into the new landscape for policing. Whilst my two year Home Office appointment as the Independent Reducing Bureaucracy in Policing Advocate ended in November 2010, I maintain a keen interest in policing and follow, as much as I am able, the progress being made in respect of recommendations made by myself and others to reduce police bureaucracy.

I make some general points about police reform and the changing policing landscape before responding to the specific questions posed.

General Comments

Policing is delivered at three distinct but interdependent levels; local, cross-border and national/international. Each level requires to be adequately resourced and each relies on the other for support and intelligence. Governance and accountability arrangements need to be independent, complimentary and recognise interdependence and inter-operability.

In both my interim and full reports I highlighted the complex accountability and confused governance arrangements in policing, in particular, “who is responsible for what?” From a local perspective, Police & Crime Commissioners will determine what local success looks like and will be required to develop and publish a policing plan, but we are 13 months away from the election of Police & Crime Commissioners and even further from the establishment of the National Policing Agency. Whilst it is unclear how the new governance arrangements will address some of the aforementioned confusion and complexity, there is also a need to prevent inertia in the interim.

The importance of working more efficiently and effectively is a long defined goal and yet it is the deep budget cuts which are creating the climate where real progress can and is being made. There remains a danger however, that the opportunity to achieve long term transformational change will be lost if forces view the budget cuts as a financial exercise alone. There is a real need to understand what has acted as a barrier to progress in the past and what has created a world where the recording of an incident becomes more important than resolving it.

Just as government has been prone to micro-manage the police service, the police service has become accustomed to being micro-managed, both need to agree new lines of demarcation and assume responsibility accordingly. With Police & Crime Commissioners and the National Policing Agency being added to the landscape at a later stage, the relationship between all parties will need to be made explicit to avoid confusion. Whilst policing needs effective coordination and attention must be given to cross-border crime, the visibility and responsiveness at a very local level should remain as the foundation for policing.

Government Progress

Procurement

- Some progress has been made and further benefits will be accrued as current contracts become due for renewal.
- The potential for a more rational approach to national procurement is evidenced by the recent experience with Air Support.
- Skills in commissioning and specifying requirements are improving, but remain a challenge for many commercial organisations who are unclear who the customer is.
- Discussions between ACPO and government should be held to agree a framework for national procurement.
- Where national procurement is agreed to be necessary and beneficial, (with appropriate safeguards) forces should not only be mandated to procure, but sanctions for not following the arrangements should also be made explicit. Currently the Home Secretary has the statutory ability to mandate (in the public interest), but no sanctions are specified.
- Most forces are in the process of delivering, or planning to deliver more integrated IT and with money in short supply, opportunities to work in partnership across policing and/or criminal justice partners are opening up. Several forces and criminal justice partners are beginning to collaborate with integrated systems, prosecution teams and processes. Recognising the costs involved, it will be important to ensure insularity and parochialism does not stand in the way of mutual benefits.

Bureaucracy

- Responsibility for progressing work to remove unnecessary bureaucracy is now being overseen by a Home Office Project Board chaired by Chief Constable Chris Sims. Six projects have been identified: criminal justice system, management of information, legal powers, management of risk, partnership and engagement and internal systems. Whilst these broad policy areas cover the issues that need to be addressed and progress is being made the progress is slow.
- It is easy to blame politicians, civil servants and senior managers for creating the bureaucracy and whilst they/we are all partly responsible, bureaucracy is added at every level of supervision and management. Those on the front line are left to cope with everyone else’s bureaucracy in addition to their own. Some Chief Officers estimate this can be as much as 30% of wasted effort at every level! With or without the current financial crisis, this is unaffordable. Some bureaucracy has been removed but according to most front line officers this has been more than replaced by new demands, resulting in an overall net gain.
- I fear too many still view bureaucracy as a paperwork problem; civil servants and government ministers and for that matter police officers must move on to address the causes not the symptoms and encourage a climate where officers are trusted and held accountable for solving problems in a proportionate way. It is disappointing that encouragement to apply a more proportionate response has not been promoted in a number of forces because of the perceived impact it will have on performance figures.

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- Crime and incident recording practices, domestic violence interventions, missing person enquiries, call handling, custody procedures, performance frameworks, case file building, technology, NIM (National Intelligence Model) and PDR's are still described as being excessively bureaucratic. Some forces are better than others but generally these processes remain overly bureaucratic. This is what happens when the only response to omissions and mistakes is to apply a one size fits all approach irrespective of need. Trust people to get it right and manage those who don't. Getting it right first time and remove the need to duplicate the same information would be a good starting point.
 - The Home Office Project Board are conducting pilots aimed at removing unnecessary bureaucracy from missing person inquiries, cases of domestic violence and performance reviews. Implementing improvements across the whole service will remain a challenge if forces choose to go alone.
 - Sergeants and Inspectors must be released from ticking boxes and demonstrating compliance with bureaucratic rules. They should be encouraging officers to develop their skills and experience to get it right first time, to equip them to weigh up risks and make balanced decisions, supervising intrusively those officers who need greater levels of support.
 - Following on from the "four force pilot" in West Midlands, Staffordshire, Surrey and Leicestershire, where officers were encouraged to use their initiative and discretion when dealing proportionately with local minor issues, I support the project in Cheshire where officers are being encouraged to consider how problems can be solved, rather than blindly following a set of rules that do not apply.
 - The ability to transfer case files electronically across the criminal justice system will be key to reducing unnecessary bureaucracy. Most officers are still laboriously recording the same information on a myriad of forms and databases and dream of the day when information is entered just once and self populates all necessary forms/databases. Call handling, custody, case building and court processes would be so much more efficient if, from the first call being received through to a court disposal, information could be entered just once and shared across databases and criminal justice partners. Not surprisingly integrated IT to address duplication and remove wasted effort is the number one request from operational officers.
 - Ultimate test of success will be what difference it makes in communities and whether police officers on the front line feel trusted and confident to make good decisions.

Collaborations

- Policing is increasingly undertaken in partnership; partnerships across forces (collaborations), community partnerships and criminal justice partnerships. Clear lines of joint accountability must be developed—bringing clarity to who is responsible for what. It is important to demonstrate how partners will be held collectively and/or separately to account.
- I continue to believe the current structure of policing; with 43 separate and autonomous forces is dysfunctional, creates confused accountability and prevents more efficient ways of working. There is no political will to change this, instead a reliance on more collaborative and partnership working. By following this route, the time will come when forces are collaborating in more areas than not and where the need for two or more headquarters and two or more governance arrangements will need to be justified.
- There are some excellent partnerships, although some still rely more on the personalities involved than the system. Incompatible external and competitive internal performance measures fail to value or incentivise partnership and collaborative working. I have recommended consideration should be given to requiring working examples of successful partnership and collaboration experience in the PNAC selection criteria.
- With budgets being cut across all partners, there is a danger partnerships will suffer as partners look to offload tasks to save money, rather than identify ways to truly share budgets and work more efficiently. It will be the sign of a mature partnership where budgets, responsibilities and accountability are jointly shared.
- The opportunity to outsource back and middle office functions to the private and third sectors is beginning to be realised. To reduce the potential for unintended consequences, the impact should be assessed prior to outsourcing.

National Policing Improvement Agency

- In moving to relocate the responsibilities held by the NPIA, we should not lose sight of the reasons why the NPIA was established and why it is necessary to be replaced. Standards need to be set at a national level, there is also a need to identify, coordinate and share good practice in a more strategic way and communicate lessons learned and requirements more effectively.

- I believe confused governance and accountability at a national level is partly responsible and government will want to ensure that moving responsibility around and renaming organisations does not recreate the same problems. There is a benefit in rationalising the provision of training/development, technology and other national services, not least in terms of compatibility and effective communications. Clarity surrounding tri-partite arrangements at a national level is required and, when the Police & Crime Commissioners take office
- Whilst the police service is improving its ability to commission and specify procurement requirements, this has not always been the case. The potential for insularity and “not invented here” remains in some places. As previously stated there are cost and efficiency benefits from joint procurement.

National Crime Agency

- As the policing landscape is rationalised, it will be important to apply a logic to structure and future governance arrangements to prevent functions and responsibilities divided by default rather than design. Too many separate bodies with overlapping responsibilities create confusion. Operational matters and support functions, better delivered at a national level should come within the remit of the NCA.
- In addition to its principal focus on tackling organised crime, the National Crime Agency will require resources to better investigate cross-border, and level two crimes, which previously were not prioritised SOCA.
- Operational support bodies, for example PNICC, ACRO, Fraud, etc could all fall within the remit of the NCA. See also CEOP below.
- Information collection and the storage of data also benefits from being managed at a national level. The Police National Computer and other databases need managing.
- In terms of governance and accountability, consideration needs to be given to whom or what is best placed to provide politically independent oversight. A properly constituted board, with an appointed Chair and provision for involvement of Police & Crime Commissioners to provide a link with local delivery. An alternative model would be to adopt similar governance arrangements to Security Services, but this would appear to undermine political independence.

CEOP

- As the policing landscape is being rationalised, the most obvious site for CEOP would be as an arm of the new National Policing Agency. In placing it there, the government will want to ensure that the progress made by CEOP in gaining the trust and cooperation of partners across agencies and government departments is not jeopardised.

Role of ACPO

- I support the establishment of an inclusive professional chartered body to set standards, and “police” the maintenance of such standards. It will be important for this body to be inclusive of the whole service, and not pre-determined solely by Chief Officers.

March 2011

Written evidence submitted by the Local Government Association (LGA)

1. The LGA is a cross-party and politically led voluntary membership body and our 422 member authorities cover every part of England and Wales. Together they represent over 50 million people and spend around £113 billion a year on local services.

2. Our members include county councils, metropolitan district councils, English unitary authorities, London boroughs and shire district councils, along with fire authorities, police authorities, national park authorities and passenger transport authorities. The 22 Welsh unitary authorities are in corporate membership through the Welsh Local Government Association (WLGA) which retains full autonomy in dealing with Welsh affairs.

New Landscape of Policing

3. Collaboration is vital if crime is to be reduced, but collaboration should not just be viewed simply as better working relationships between police forces. The LGA believes the police cannot combat crime by themselves, and we are not alone in taking this view. As long ago as 1991 the Home Office’s Morgan Report emphasised that crime prevention was the responsibility of a range of agencies and the best way of reducing crime was broad, multi-agency partnerships.

4. Councils play a key role in reducing and preventing crime, both directly and indirectly. Local authorities for example fund Police Community Support Officers, operate CCTV systems, and invest in schemes like alley gates to make it more difficult for crime to be committed. A range of council led activities also help reduce

crime whether it is through licensing the sale of alcohol, helping house ex-offenders, providing youth diversionary activities or running family intervention projects.

5. Councils of course already collaborate with the police and other partners through their role as core members of Community Safety Partnerships (CSPs). The government has signalled its belief in the importance of partnerships in reducing crime and its intention to reduce the bureaucracy and regulation around them so they are free to address local issues and find solutions that work to tackle local problems. The LGA welcomes the Home Office's commitment to partnership-based approaches, and the freeing of partnerships from bureaucracy. We are however concerned that the introduction of police and crime commissioners will undermine partnership working. We also believe that the government is not making the most of the possibility of collaboration between police forces and councils to improve efficiency and effectiveness and drive down costs.

Collaboration Between the Police and Councils to Reduce Crime

6. The Home Office does not appear to have a clear vision for how police and crime commissioners (PCCs) will fit into and work with other existing partnerships. So far their proposals and the provisions in the Police Reform and Social Responsibility Bill place PCCs apart from other partnerships like CSPs, although there is a duty to co-operate with them. At the same time there is a tendency in some Home Office policy developments to see the PCC as holding other partners to account, such as the proposal in the Anti-Social Behaviour consultation that the PCC monitors how CSP partners have responded to use of the community trigger.

7. There is also an ongoing process of identifying resources to be transferred from CSPs and councils in particular to PCCs. The funding previously available to councils from the Home Office through the Area Based Grant has now been brought together into the Community Safety Fund. The amount available to councils has been reduced by 20% in 2011–12 and will be reduced a further 40% the following financial year, before then being handed over to PCCs from 2013.

8. Due to the scale of the cuts and the fact there is no guarantee of any funding being available from PCCs once they are in place, many councils are looking to fund their community safety activity directly. The likelihood is that this will create a degree of separation between the activities of councils and PCCs in the future, as councils concentrate on addressing their own local priorities and PCCs directly commission the services they believe are needed in their force area.

9. Rather than separate PCCs from other partnerships, the LGA believes they should be integrated into them. In our response to "Policing in the 21st Century" we advocated making PCCs a responsible authority in CSPs, replacing police authorities in this role. This would have the benefit that community safety funding could then be pooled by the various partners, resulting in a reduction in duplication and inefficiencies, and ensuring more money was available for frontline services through joint commissioning. The Department of Communities and Local Government's community budget pilots provide a model for how this could work.

10. In our view a community budgets based model of co-commissioning has substantial benefits over that taken by the Home Office of handing responsibility to the PCC for commissioning community safety activity. Councils for example fund services which can reduce crime, but may not be provided solely for that reason, such as sporting and leisure activities for youngsters, or giving grants to local voluntary groups such as the Scouts and Girl Guides. These activities will have educational, health and community safety benefits. The best way of discussing funding for services of these sorts and others, provided by for example the health service, is by bringing bodies together and breaking down service silos. The Home Office's approach will in our view lead to the replication of silos and duplicate the waste and inefficient spending that needs to be tackled to deliver savings and better services.

Collaboration to Improve Efficiency and Effectiveness and Reduce Costs

11. At a time when police budgets and those of partners like councils are being significantly reduced over the period of the Comprehensive Spending Review it is important that the police are able to drive out economies and improve their efficiency if they are able to remain effective in reducing crime and disorder.

12. It is clear that in order to make the necessary reductions in spending there will need to be new approaches towards the delivery of services. One such approach in the government's proposals is collaboration between forces and the private sector. However, the LGA believes greater consideration should also be given to other public sector bodies that currently work in partnership with the police.

13. Back office, data management and business support functions could be taken up in partnership with other organisations, including other police forces, councils, fire and rescue services, and the ambulance service.

14. However, collaborative working can go further than this, including merging of community safety units covering both staff and functions with the co-location of these teams being a key feature as well as large scale contracting with other partners can produce economies of scale. There is also the possibility of further collaboration at a local level to tackle crime.

15. In order to do so effectively, the police and their partners need to have a joint approach towards understanding their neighbourhoods to ensure that the needs of communities are met and properly resourced. This will allow for better policing in the areas that need it most, in tandem with other partners.

16. It is clear that there are already many examples of collaboration taking place. It is also clear that the diverse nature of these collaborative schemes means that police and their partners need to look at all possible methods and partners to bring about cooperation that will improve policing and save money.

17. We agree with the government's drive for greater collaboration between police forces, but the LGA does not believe that collaboration should be limited to other police forces. There are many examples of collaborative working within the public sector in order to give a better service to residents and save money, and the LGA is of the view that these opportunities should not be ignored.

Examples of Collaborative Working to Reduce Crime and Produce Savings

18. The examples below examine the innovative ways in which police and their public sector partners have been working together to reduce crime and produce savings. The collaborations have been diverse, including the sharing of buildings and co-location of community safety teams, there has also been a move towards joint staff as well as other wide ranging partnerships.

Joint Staffing Arrangements

19. *Lancashire* Constabulary has become part of an innovative partnership with Lancashire fire and rescue service and the North West Lancashire Ambulance NHS Trust to introduce emergency services community support officers (ESCSO's). ESCSO's allocate 60% of their time to the police, and 40% of their time to Lancashire fire and rescue service. Six ESCSO's were appointed in 2003 and based in rural areas of the county to provide and deliver:

- a resource capable of responding to community safety requirements in remote rural communities in three specific northern, eastern and southern areas of Lancashire;
- a visible reassurance in the community and support to police officers;
- First Aid/First Responder ability; and
- an increased capacity to address risk reduction activity in rural remote areas of Lancashire through the delivery of two key services: HFSC and childsafe education.

20. The creation of this new post represented the first such multi-agency partnership and role to be found anywhere in the country, and we believe offers considerable potential for reducing crime and reducing the demand on front line services.

21. In June 2010 *Hertfordshire* County Council crime and drugs strategy unit (CDSU) and the Hertfordshire police's community safety unit within the Citizen Focus business area, were merged to form a co-located County Community Safety Unit. The unit is headed by a police officer with a council officer as the deputy head of the unit and works on four strands:

- Protecting vulnerable people (working on domestic violence, honour based violence and linking in with police operational teams dealing with rape, child abuse and safeguarding adults);
- Offender management, working on integrated offender management, prolific and priority offenders, mentally disordered offenders and multi-agency public protection arrangements;
- Implementing Hertfordshire's drugs strategy; and
- Tackling anti-social behaviour and alcohol related disorder.

22. Creation of the unit is expected to provide efficiencies of around £300,000 (after an initial expense in co-locating staff and providing the right IT) across both organisations as well as providing closer working arrangements with joint objectives. A similar process has taken place in Suffolk which has also merged its police community safety unit with the County Council team and they are now co-located in the same building.

Joint buildings and the co-location of staff

23. *Suffolk* constabulary and Suffolk fire and rescue service have co-located fire and police stations. This has allowed them to refurbish, upgrade and extend the stations in order to generate savings for both of partners.

24. The pilot scheme was initiated at a fire station in Framlingham. It was a station in need of improvement and which now has better community access, heating, kitchen, Disability Discrimination Act compliance, lecture area and additional security due to the upgrade.

25. The innovative thinking by Suffolk fire and rescue service and police has improved collaborative working and enhanced value for money by providing better accommodation at a lower price.

26. *Runnymede* Borough Council and *Surrey* police have created a jointly-funded council and police building in the new Runnymede Civic Centre, in Addlestone. The longer opening hours have allowed more people to visit the police and working alongside the borough council and library staff ensures that local people have

greater opportunity to contact and interact with their local officers. Surrey police is looking to work with other councils in the county to co-locate services.

Further partnership working

27. Avon and Somerset Police is the first police force in the UK to use an outside service for back office functions through the Southwest One partnership between Taunton Deane Borough Council, Somerset District Council, Avon and Somerset Police and IBM.

28. IBM originally established the joint venture with the County Council and Taunton Deane Borough Council in 2007 and was subsequently joined by the police. The 10 year partnership is designed to improve services and deliver cost savings of £376 million over 10 years. Some of these savings will come from a strategic procurement function for all three organisations, and there has been a move to make savings in back office functions to allow more resources to be put into frontline services. So far £150 million in savings has been identified from the £500 million the three organisations spend each year on procurement.

29. Making similar levels of savings from police and local authority procurement budgets across England would enable frontline services to be better protected.

30. While “Policing in the 21st Century” mentioned the possibility of delivering savings in this way, the LGA does not believe the Home Office has so far made as much of the potential for cross public sector collaboration as it could do.

April 2011

Written evidence submitted by Her Majesty’s Inspectorate of Constabulary (HMIC)

1. The remit of HMIC is to inspect policing in the public interest and, as such, HMIC has statutory power to inspect police performance. The answers below reflect some considerations on the current position in the questions raised. There will be further opportunities to explore these issues in oral evidence to the Committee later in May 2011.

1. *What progress has the Government made so far, and what further steps should it take, in driving:*

1(a) *More effective procurement in the police service?*

2. In 2010 our report *Valuing the Police* indicated that cost cutting and improvements in productivity could, if relentlessly pursued, generate a saving of 12% in central government funding without affecting police availability—but only if there was a fundamental ‘re-design’ of the system⁴⁰ of which procurement and collaboration were just a small part. Our work with the Audit Commission identified that £100 million could be saved by better procurement (the Home Office indicated £400 million if better ICT as well procurement was secured).⁴¹

3. Since then, there has not yet been the “re-design” required to make the savings highlighted, but some useful work is in hand in a number of police forces including some sponsored by the Home Office.

4. The timescales to resolve issues are pressurised if we want to safeguard crime fighting capacity in this CSR period.

1(b) *The removal of unnecessary bureaucracy in the police service?*

5. HMIC believes there is significant scope to reduce bureaucracy if there is the will power and follow through which has not always been there in the past. HMIC has provided advice on a range of aspects of bureaucracy to ACPO and to the Home Office. We intend to report shortly on crime recording in our report “Cutting the Blue Tape”, we also intend to explore the regulatory burden of bureaucracy on the police sector during the next year.

1(c) *Greater collaboration between forces and other partners, from both the private and the public sectors?*

6. In July 2009 HMIC reported⁴² that collaboration accounted for 9.5% of the total annual spending of police forces in England and Wales in 2008–09. Whilst double that of 2005–06 spending, this growth could be largely attributable to the fact it was significantly funded by central government, for example the counter terrorism network. We found then that collaboration was patchy and had not grown systematically in response to analysis of risk and cost.

7. An HMIC snapshot of the national collaboration picture in March 2011 shows this position is little changed. The bulk of current collaborative efforts focus on protective services rather than cost saving and relatively few forces feature collaboration as contributing to cashable savings.

⁴⁰ HMIC *Valuing the Police*, July 2010.

⁴¹ HMIC / Audit Commission *Sustaining Value for Money in the Police Service*, July 2010.

⁴² HMIC *Getting Together: A better deal for the public through joint working*, June 2009.

8. This whole issue is in flux and currently being scoped. HMIC are going to do some more work on this over the summer and will report later in the year.

2. *Which bodies should take on the functions of the National Policing Improvement Agency when it is phased out?*

9. The NPIA has various contractual, training and improvement functions which have not been examined nor inspected by HMIC.

3. *What advantages/disadvantages would the new National Crime Agency, as proposed by the Government in Policing in the 21st Century, have over the existing Serious Organised Crime Agency?*

4. *In addition to its principal focus on tackling organised crime, what other functions should the proposed new National Crime Agency undertake on behalf of police forces?*

5. *What should be the governance and accountability arrangements for the proposed new National Crime Agency?*

10. Regarding the answers to questions which relate to the structure and functions of the new NCA, HMIC has recently completed a confidential review of SOCA (*Taking Stock, April 2011*).

11. SOCA did succeed in making real progress in pulling together a number of crime fighting agencies (including HMRC, NCIS, NCS, UK Immigration Service and others) and made progress with non-criminal justice agencies in disrupting criminal activity. Since its inception, SOCA has had a number of dedicated people who have worked hard to make an impact, in particular, on drugs.

12. The NCA offers the opportunity to develop a truly national agency which is recognised as having a “national” remit by other key countrywide agencies and the police. Ideally it will have a mandate or ability to overcome the fragmented landscape which currently exists. Hopefully it will receive support and assistance to develop an even stronger intelligence picture and the threats which face the UK, on top of what SOCA has achieved thus far.

6. *Where in the proposed new landscape would the Child Exploitation and Online Protection Centre best sit?*

13. HMIC conducted a review of the governance of CEOP in August 2008. HMIC’s recommendation was that the Home Office should sponsor an independent review to identify the best option for the development of CEOP by early 2009.

14. This was before the current financial constraints became clear. HMIC’s view is that with the right safeguards and approach, together with a real degree of freedom, it may be possible to meet the concerns of funders, the private sector, charities and other stake holders about this very important unit. With the right framework, it may then be possible for CEOP to operate within the broad ambit of a national agency dedicated to the prevention of organised criminality and the disruption of predatory individuals and networks.

7. *What should be the role of ACPO in the new landscape?*

15. HMIC inspects the performance of police forces and publishes some thematic inspections—others on sensitive issues such as counter-terrorism and organised crime are not published. Within this role, HMIC has commented on the role of ACPO where relevant in particular aspects of policing. In essence, ACPO have taken on an extended co-ordination function for forces and it is in that context that from time to time we examine what they are doing; we have not examined their role in the round.

16. This has included recommendations for ACPO in their role in shaping public order policing, taking in some governance aspects of ACPO’s quasi-operational functions.⁴³ HMIC is currently conducting a review of undercover policing, specifically to review how intelligence that supports the policing of protest involving criminal activity is prioritised, gathered, assessed and managed by the National Public Order Intelligence Unit (NPOIU), National Domestic Extremism Team (NDET) and National Extremism Tactical Co-ordination Unit (NETCU),⁴⁴ organisations with ACPO responsibility.

April 2011

⁴³ HMIC *Adapting to Protest* (July 2009), HMIC *Adapting to Protest—Nurturing the British Model of Policing*, November 2009, HMIC *Policing Public Order—An overview and review of progress against the recommendations of Adapting to Protest and Nurturing the British Model of Policing*, February 2011.

⁴⁴ Terms of Reference for HMIC Review.

Written evidence submitted by the Metropolitan Police Service (MPS)

The MPS welcomes the opportunity to contribute to this inquiry and has submitted evidence under the headings outlined by the Committee.

What progress has the Government made so far, and what further steps should it take, in driving:
(a) *More effective procurement in the police service*

The ACPO Procurement portfolio has facilitated the development of the first wave of procurement plans. It provides a forum for discussion and the exchange of ideas and best practice. The ACPO procurement portfolio in conjunction with the NPIA have developed a structured and co-ordinated plan of activity aimed at leveraging purchasing power. There is evidence of success, for example the Met led procurement of mobile telephony, led to a 38% reduction in cost. Such a deal was possible due to the standardisation of requirements. Standardisation across all spend areas is an essential ingredient in future procurements.

It must be remembered that each force will have a unique contract portfolio with contracts of differing duration. Developing strategies for each area of spend will determine what should happen at current contract end dates. At the moment forces are required to enter into contractual relationships to maintain compliance to EU procurement legislation of durations that anticipate the development of a national solution. A strategic overview of key spend areas for the next five years is required so forces can integrate into an agreed landscape. For example the development of new technologies, eg cloud computing will fundamentally alter solutions available, introducing the possibility of buying services on a pay as you go basis rather than products. This provides an opportunity to change the way we purchase and pay for technology. However adopting such a model without an accurate forecast of future demand introduces risks of cost increase.

Current procurement strategy focuses on doing “better deals”, a more sophisticated model including demand management is required. We need to redefine what we mean by procurement. Moving the emphasis from buying for a cheaper cost to a holistic programme where we look at all aspects including specification, demand and usage through to whether we should be seeking a different commercial solution to what has been traditionally performed within forces.

We also need to work closely with suppliers to understand where their costs of doing business with the police service arise. A critical enabler to getting lower prices is reducing supplier costs. This must include the procurement process which is universally condemned by suppliers as bureaucratic and costly.

Suggestions on further improvements for effective procurement are:

- Standardisation of specifications.
- Potential outsourcing of non-core activity (for example why buy, store and distribute uniforms. Give end to end Supply Chain to a provider who would receive individual orders and deliver direct to end user).
- Aggregation of demand (eg each force still has to do their own mini competitions from standard frameworks rather than putting all the demand together and going to the market once).
- Review EU Procurement legislation to provide greater freedom to act more commercially.
- Change EU regulations to put the balance of power back with the contracting authority (eg stop vexatious claims).

It has been agreed that non-ICT procurement should be moved to the Home Office and ICT procurement should go to wherever responsibility for ICT sits following Lord Wasserman's review of national police ICT.

The Home Office Strategy on Police Value for Money (further comments below) should be amended to focus the “Moving to nationally-led police procurement” (Objective 2) solely on non-ICT procurement. It has been agreed by the Home Office, APA, ACPO etc. that ICT procurement should come under the Information Systems Improvement Strategy Programme (Objective 1).

(b) *The removal of unnecessary bureaucracy in the police service*

The MPS believes that continued support for the following areas will reduce unnecessary bureaucracy:

Virtual Courts—The Government has supported this project and have given in principle approval for it to continue into 2011–12. The Government should continue to support full London roll out, as the ability for defendants to appear via video link from a police station enables the MPS to improve the efficiency of the courts and criminal justice process and minimizes the need for prisoner transfers.

Live link—MPS is seeking to pilot officers giving evidence via live link into Croydon Magistrates Court. The Government should, through the Ministry of Justice, support this huge saving in officer time spent at court enabling increased patrol time on the streets.

Police charging—The Government should provide continued support and national roll out of the pilot to give additional charging responsibility for police rather than the CPS. The MPS is one of five pilot forces and evaluation shows that the police are making good decisions and increasing the timeliness of plea entry, saving 35–40 minutes per charge decision.

Crime recording—The MPS is adapting its performance regime, moving away from an emphasis on specific crime types to broader indicators on property and violent crime. Previous national performance frameworks have measured levels of individual crimes, and as a result much emphasis and effort has been placed on the classification of offences into specific categories. In practice the division between a number of crime types is somewhat artificial, and the MPS' new approach will help ensure the focus on the risk and harm inherent in individual offences, not the technical category into which they fall. We feel the Government could support this approach, and the resultant reduction in bureaucracy, in its choice of national indicators for performance management.

Similarly, we recognise the extent of the Notifiable Offence List and the Annual Data Requirement have been the subject of ongoing national debate. Continued consultation with the police service to ensure both are proportionate and fit for their current purpose is likely to offer a further chance to reduce bureaucracy.

Converging ICT through ISIS and moving to a nationally led police procurement would address some of the bureaucracy experienced with some of the fragmented and dysfunctional systems and processes currently in place.

Jan Berry raised the issue of over-reliance on quantifiable performance and productivity measures and competitive internal performance measures which fail to value or incentivise collaborative working. It is hoped the Government will address this.

It is also hoped that the Government will take the opportunity of introducing Police and Crime Commissioners, their relationship with Chief Constables and the oversight of Police and Crime Panels as an opportunity to reduce cost and bureaucracy wherever possible.

(c) Greater collaboration between forces and other partners, from both the private and the public sectors?

The MPS supports the four objectives set out in the Home Office Strategy on Police Value for Money (converging ICT through the Information Systems Improvement Strategy, moving to nationally-led police procurement, helping radically change the way in which the police's support services are delivered, and assisting development of the police service's capacity and capability on transformational change).

Because of the potential overlaps between these objectives, the MPS also supports the idea of a coordination function through a National Unit for Policing Value for Money (although care is needed to ensure the VfM Coordination Centre does not become a bureaucratic overhead which is just co-ordinating information into the Home Office—rather it must focus on identifying and sharing good practice across police forces).

Suggestions to enhance collaboration:

- Develop a strategy for key areas of spend that is rigorously enforced (for example develop a common IT infrastructure and buy it once from the centre).
- Where central government have negotiated deals use these eg Energy.
- Agree what will be purchased nationally, in regions and locally. This is particularly important both across policing but in collaboration with local authorities.
- Lead force model for common operational items.
- Consider using BPO models for commodity items as a way of accelerating the changes.

The desire to become more effective must be accompanied by a thorough assessment of risks, including operational impacting, and a business case. Policing is a complicated business and therefore an action should be conducted on a case by case basis. The individual nature of this action is necessary to ensure the correct balance of central mandate versus operational need, to ensure that national activities do not unduly impact "local" or regionally initiatives.

Which bodies should take on the functions of the National Policing Improvement Agency when it is phased out?

The MPS is clear that the NCA should not take on responsibility for the NPJA services as it would detract from the core role of tackling organised crime.

In reviewing the options for the future of police ICT, Lord Wasserman has met with a number of Chief Constables, the Acting Commissioner and the MPS's Director of Information. Lord Wasserman has laid out his proposals for a GovCo to be established. ACPO expressed a unanimous view that the new organisation should focus on building the future state and should not be burdened by the existing national systems and contracts. It was proposed that this Legacy (both in house and existing contracts) was transferred to the MPS whilst the "to be" organisation was put in place and there is no reason why this would not be a practical proposition. There are likely to be opportunities for efficiencies to be achieved by bringing the two organisations

together prior to any transition to a new model of ICT service delivery for the police service. The Home Office is working up a business case for the transfer of the legacy national systems and contracts to the MPS, and the MPS is supportive of this move.

It has been agreed that non ICT procurement should be moved to the Home Office and ICT procurement should go to wherever responsibility for ICT ends up. ACPO continues to debate which NPIA services should stop and which should remain but be charged for.

What advantages/disadvantages would the new National Crime Agency, as proposed by the Government in Policing in the 21st Century, have over the existing Serious Organised Crime Agency?

The MPS supports the creation of the NCA and is playing an active role in its design. The two fundamental advantages that the NCA has the potential to deliver are, firstly, that it should sit as an integral part of a co-ordinated UK Law Enforcement effort, and secondly, that it will have a predominantly ‘police’ approach to its business. There has been much good work done within SOCA, but there is a need for a greater degree of operational engagement with serious and organised criminals, and for tangible success that can be seen and felt within communities.

The degree to which the NCA actively engages with other law enforcement bodies, particularly Police Forces, will be a key determining factor in its success. SOCA took a deliberate policy decision to focus in the arena of intelligence and knowledge acquisition, and allied to this, adopted a very low key public stance. The NCA should not do this, and must see as one of its key functions, a leadership role in raising public awareness of the threat from, and impact of, Serious and Organised crime. This will be a crucial role in supporting PCC’s to make decisions on a balanced policing mix in their area.

The creation of the Organised Crime Co-ordination Centre (OCCC), as a foundation block for the NCA, is a very positive development. This centre will manage the Organised Crime Group Mapping (OCGM) process that is, for the first time, giving us a clear picture of the extent and nature of organised crime in the UK. The key advantage is that this picture is created from a standardised process in all Police Forces and Law Enforcement agencies (SOCA, HMRC, UKBA). This significantly extends the comprehensiveness of the picture from the current SOCA arrangements.

One note of caution that must be made is in relation to nature of the law enforcement landscape that sits around the NCA. One of the challenges that SOCA has faced is the lack of “capable partners” at both Regional and Force level. Nothing in the current planning impacts on this issue, and if anything, the financial constraints that all bodies face over the next few years may have a detrimental affect. Much is rightly made of the proposals for the NCA to undertake a co-ordinating role for national assets. Put bluntly, that will not be delivered if those assets do not exist to be tasked. The MPS feels, therefore, that a vital role for the NCA programme must be a workstream that focuses on the maintenance and development of the existing Serious and organised crime infrastructure into which the NCA will ultimately fit. This could be a formal role for The Organised Crime Partnership Board (OCPB) that is already in existence, and has delivered many of the developments in this area over the last two years.

In addition to its principal focus on tackling organised crime, what other functions should the proposed new National Crime Agency undertake on behalf of police forces?

Secondary functions of the NCA should form a small proportion of their work. The primary function of the NCA—tackling organised crime—would be compromised if a significant proportion of its funding and/or headcount fell within secondary criteria.

ACPO Criminal Records Office (ACRO) should become the National Criminal Records Office and be positioned within the National Crime Agency as it would complement a serious crime focus. This would encompass ACPO’s current function in the area of sharing intelligence and details of international conviction.

March 2011

Written evidence submitted by Serious Organised Crime Agency (SOCA)

1 This submission sets out the Serious Organised Crime Agency’s (SOCA) written evidence to the Committee’s inquiry into the new landscape of policing. It covers how the Government’s proposals, as set out in *Policing in the 21st Century* will enhance the efficiency, economy and effectiveness of law enforcement efforts against organised crime. It specifically seeks to address the following areas:

- what advantages/disadvantages would the new National Crime Agency (NCA), as proposed by the Government in *Policing in the 21st Century*, have over SOCA?
- what should be the governance and accountability arrangements for the proposed new NCA?

Other areas of interest that the call for written evidence highlights are not for SOCA to comment on.

2. The submission does not seek to provide detailed material on the threat of organised crime. This, along with SOCA’s approach to tackling it and recent successes, is routinely provided in SOCA’s six-monthly operational updates to the Committee (the latest update letter is attached at annex A). We would welcome the

opportunity to augment our written and oral evidence to the inquiry by hosting the Committee for a more in-depth briefing on SOCA's capabilities.

What advantages/disadvantages would the new NCA, as proposed by the Government in Policing in the 21st Century, have over the existing Serious Organised Crime Agency?

3. SOCA welcomes the Government's intention to create the NCA. It presents the UK with an opportunity to achieve a further step change in the response to organised crime. It will build on the capabilities, techniques and skills SOCA has developed in recent years, enable further refinement of the understanding of organised crime and harmonise efforts across the law enforcement community. It will also ensure more law enforcement activity takes place against more organised criminals, at reduced cost, which is necessary given the size and scale of the problem.

National tasking and coordination will bring greater coherence and provide reassurance over the reach and coverage of law enforcement efforts against organised crime. Further detail on this and other benefits of the NCA are set out below:

- *improving the UK's knowledge about organised crime*—since its inception SOCA has been working with partners to develop an understanding of the threat. For the first time we are now able to match this to an agreed picture of those known to be involved in organised crime impacting on the UK. Currently around 38,000 individuals have been identified. The NCA provides an opportunity to maintain this picture, further refine and update it, and use it to drive operational activity;
- *providing effective national tasking and coordination of police assets*—the response to organised crime currently relies upon a "coalition of the willing". This has led to significant success, although overall the response has been disjointed and patchy. National tasking and coordination will help address this and will form a natural progression of the developing integrated operating model, as signed off by the multi-agency Organised Crime Partnership Board in January 2010; and⁴⁵
- *ensuring more law enforcement activity takes place against more organised criminals, at reduced cost*—the Government has recognised that law enforcement is collectively impacting on too few of the 38,000 organised criminals currently identified. Securing criminal convictions against the most serious criminals will always be important but it is not practical to take a traditional criminal justice approach against a large proportion of those identified. The Government's stated objective in this respect will allow for a wide range of tools and techniques to be applied to the problem.⁴⁶ The linking of such tools to work to analyse and exploit the shared picture of organised criminals (referred to above) has been developed in SOCA into an approach which can be used systematically to manage the 38,000 organised criminals impacting on the UK (the High Volume Operating Model). This has the potential to form the basis of the NCA's efforts to deliver more for less.

5. There are also benefits in having cross-command intelligence and infrastructure capabilities in respect of serious and organised crime. SOCA has recently signed a contract that will provide it with a sustainable Information Communications and Technology (ICT) platform. This is designed to be scaleable and therefore has the potential to provide the ICT services the NCA will need if it is to deliver what is expected of it.

6. The NCA, like SOCA, will need to work with a wide range of partners, including other law enforcement agencies and government departments, the intelligence agencies, wider public and private sectors and partners overseas. To do this effectively it is necessary to be able to receive, share and manage data, and to be able to provide partners with reassurance that such data will be appropriately protected. Robust data protection controls ensure appropriate use of information, and are supplemented by steps to protect disclosure which may damage operations and relationships.

What should be the governance and accountability arrangements for the proposed new National Crime Agency?

7. SOCA also welcomes the commitment that the improvements outlined above will be supported by a new overarching Organised Crime Strategy, linked to a Strategic Policing Requirement. The clarity that the strategy will provide on what constitutes success, and the respective roles and responsibilities of the various participants, will augment SOCA's current accountability and transparency arrangements. As well as Parliamentary scrutiny (including that by the Committee), SOCA is subject to a wide range of accountability arrangements flowing from the Serious Organised Crime and Police Act 2005 (SOCPA) and other legislation, and is tasked by the

⁴⁵ The Integrated Operating Model provides a common level of understanding, a method of prioritisation of mapped organised criminals, as well as an agreed system of allocating action amongst LEAs.

⁴⁶ For example Financial Reporting Orders, Serious Crime Prevention Orders, Proceeds of Crime provisions.

Home Secretary. Details are set out in the note below.⁴⁷ Such arrangements can form a valuable basis for the transparency arrangements for the NCA.

May 2011

Supplementary written evidence submitted by Serious Organised Crime Agency (SOCA)

How “national tasking and co-ordination” should be arranged in the new National Crime Agency (NCA)

During SOCA’s appearance before the committee on 10 May 2011, in which I gave evidence regarding the new policing landscape, you requested SOCA’s perspective on how “national tasking and coordination” should be arranged in the new NCA, in order to bring greater coherence and provide reassurance over reach and coverage of law enforcement efforts.

I attach a paper outlining SOCA’s views, which provides further detail to that provided in SOCA’s written evidence to the inquiry. You will be aware that there are a range of interested parties with views on this matter.

SOCA’s views on how “national tasking and co-ordination” should be arranged in the new National Crime Agency, in order to bring greater coherence and provide reassurance over reach and coverage of law enforcement efforts.

Introduction

In the majority of cases SOCA envisages that the response to threats addressed by the NCA will be based on collaboration across all of law enforcement. However, SOCA considers that consideration needs to be given to how national tasking and coordination can be legislatively underpinned in order to provide a mandate when collaboration and cooperation alone is insufficient. This paper provides further detail on these points.

Background

When SOCA was created in 2006 it was accepted that it could not act alone in checking the growth in organised crime, and that it would need to work in collaboration with both domestic and overseas partners. However there was no clear obligation placed on others to do so. Tackling organised crime developed as a “coalition of the willing”, which led to a disjointed and patchy response, competing with other priorities.

The absence of a statutory UK-Wide tasking mechanism has contributed to a significant proportion of the 38,000 organised criminals currently known to be impacting on the UK not being subject to an appropriate operational response.

The work of the Organised Crime Partnership Board (OCPB) through a mapping exercise has for the first time provided a consolidated picture of organised criminals believed to be impacting on the UK. The OCPB has also been developing an integrated operational response to this improved picture. The mapping process enables all the 38,000 to be graded on a common basis on which to base priorities and decisions for action.

How National T&C Could be Arranged

SOCA’s experience shows the clear benefit of a shared strategic understanding of the organised crime threats,⁴⁸ from local to international, as a starting point for a national response.

Organised Crime Coordination Centre

Through the multi agency response to organised crime, organised crime group data is managed in a secure SOCA environment and common standards have been agreed to ensure that data held is robust and its use is proportionate. SOCA has been working with forces to ensure an understanding of the aggregate picture of organised crime. The picture shows that the numbers of those involved in organised crime are large; that they are involved in a wide range of criminal activities and that they are resilient. Safeguards ensure that action is focussed only on those involved in criminality. Technology developed and invested in by SOCA will enable this picture to be analysed rapidly within the proposed multi-agency Organised Crime Co-ordination Centre (OCCC).

⁴⁷ As well as SOCA’s priorities being set by the Home Secretary, she also appoints its Chair and Director General, and is able to dismiss them. Other accountability arrangements include oversight provided by a Board with a majority of non-executive members. Under SOCPA, SOCA is required to publish an Annual Plan setting out how it intends to exercise its functions, and an Annual Report and Accounts for each year. It is subject to oversight by a range of regulatory and other bodies such as HM Inspectorate of Constabulary, Office of Surveillance Commissioners, Investigatory Powers Tribunal, Independent Police Complaints Commission, the Information Commissioner and the Financial Action Taskforce (on international money laundering standards), as well as the National Audit Office. All SOCA operational activity linked to Home Office-led programmes of activity are scrutinised by Home Office chaired Performance Review Group. SOCA’s operational case work is undertaken in an evidential environment which is scrutinised through the courts. It also publicises key outcomes and preventative messages through its website where possible.

⁴⁸ The United Kingdom Threat Assessment of Organised Crime.

The work that SOCA and the police service have been doing with other partners has resulted in a picture of organised crime in the UK which, while still developing, is part of a basis for a refreshed relationship between SOCA and forces, based on common interest and transparency of who does what. This enables all of the individuals currently identified as part of OCGM to be ranked on the basis of their criminal activity, intent, capability and current intelligence coverage to show their comparative seriousness.

This shared understanding has the capacity to provide law enforcement with the ability to:

- View and interrogate the picture of organised crime, not only from the perspective of who is active in a particular force area and police region but also those who are impacting on that area from elsewhere in the UK and from overseas.
- See those who are considered to be causing or capable of causing the most harm on a force area, who is currently responsible for dealing with them and who they are connected with.
- Identify the most vulnerable point to focus operational activity which may well sit outside of the force area or may entail tackling an enabler such as a money launderer, armourer or counterfeiter.
- Develop areas for joint endeavour, seeking to deliver a sustained impact not only on high profile individual criminals where we should be seeking to take away their assets and status, but also on communities, crime hotspots and front activities for criminal activity.

The associated Integrated Operating Model (IOM) developed by OCPB further provides a platform for a coordinated response against organised crime at the appropriate level based on OCGM data. The principles of the IOM for tackling organised crime are:

- A common framework for identifying organised criminals and prioritising the threat from them (through the OCGM);
- A tiered response approach⁴⁹ that provides clarity of ownership for the majority of organised criminals;
- The High Volume Operating Model, a system that routinely monitors those mapped with the aim of identifying opportunities for intervention; and
- Full use of interventions available to law enforcement (a manual of Interventions).

It is the view of SOCA that through the IOM, the majority of mapped organised criminals will have an agreed lead which will be responsible for managing and coordinating action and identifying opportunities for intervention. Moreover, national and regional structures will ensure an appropriate response is applied to each individual ie those causing the most harm are subject to the most robust law enforcement response.

NCA

SOCA envisages that the NGA will be responsible for producing national strategic threat assessments through exploitation of its own intelligence and by engaging with partners locally, regionally and nationally. SOCA considers the strategic priorities for the NCA, based on these assessments, could be agreed between the Head of the NCA and the Home Secretary in a process aligned to the Strategic Policing Requirement.

In order to develop actionable intelligence in respect of the criminals operating across the NCA threat areas and increase the reach against them; it is the view of SOCA that there is scope to extend the same OCCC concept to analyse data across all areas. Organised Crime Group mapping data already shows a considerable cross-over between the different threat areas. Using the High Volume Operating Model approach (HVOM) the NCA would, have the ability to manage systematically the mapped criminals ensuring all are covered by an action plan. This would provide the opportunity for the NCA to identify opportunities to target a greater number of criminals, using a combination of the available tools, including prosecutions against the most serious individuals/groups.

This would enable the same approach which is used to coordinate a multi agency and national response to organised criminals to be used to address the other threats within the remit of the NCA. In particular it would enable a law enforcement-wide contribution to a shared picture of the threat and in most cases clarity on ownership of “mapped criminals”. An expanded OCCC would provide information to the national and regional structures including the segmentation of the mapping data; geographic spread; nature of the threat and the response.

SOCA is of the view that there should be a single tasking and co-ordination process within the NCA that engages with partners and tasks; internally and externally across the threats within the NCA’s remit. A single process involving each of the NCA commands would: reduce bureaucracy; identify the most cost effective response; avoid conflicting taskings to NCA’s own resources and those of partner agencies and act as a single “portal” for incoming requests for operational assistance.

SOCA maintains that the tasking and coordination function within the NCA should ensure there is an appropriate response to all “mapped criminals”. It could:

⁴⁹ The Tiered response is an intelligence driven approach that will ensure there is an appropriate response against all individuals identified through OCG mapping. It enables the right level of response to make an impact on the harm caused by the individual or OCG where the opportunity arises.

- Ensure that the NCA's own resources are flexibly deployed across NCA commands against those criminals owned by the NCA.
- Intervene on the limited occasions where law enforcement agreement cannot be reached in respect of ownership of the criminals by acting as the arbiter.
- Intervene on those occasions where the response is not appropriate; by either directing the lead agency to take action or providing the NCA's own resources where the lead agency does not have the capability.
- Ensure an effective response to emergency/exceptional situations which require a collaborative national law enforcement response.
- Direct agencies and its own resources to gather the strategic and actionable intelligence that is necessary to meet the commitment to improve the understanding of organised crime.
- Ensure more effective management of the deployment of NCA's sensitive and international assets to law enforcement agencies/forces in quicker time.

An Example of how this could Work

Through mapping, an OCG involved in drug trafficking, and associated money laundering, on a global scale is identified. The NCA develops intelligence to build up a picture of the OCG's activity. Evidence is insufficient to enable a criminal prosecution for drugs offences; however it establishes that the OCG uses catering businesses in a town to launder the proceeds of crime. The NCA could then task and coordinate a day of action against the principal of the OCG using non-traditional disruption methods. It could:

- Use the expertise on the border policing command to task the UKBA to investigate the immigration status of catering employees;
- Liaise with regulatory bodies to determine whether any other offences, for example related to health and safety or food hygiene, have been committed on the business premises;
- Task the NCA's own resource to: coordinate the action; undertake a financial investigation to investigate the principal's financial situation to identify any assets that could be recovered under POCA; and work with overseas law enforcement agencies to arrest the international members of the OCG; and
- Request the local police force to brief the local community on the action being carried out and provide reassurance, for example by informing senior members of the local community.

Intelligence gleaned from the day of action could be developed by the NCA to inform future operations.

May 2011

Joint written evidence submitted by Kent and Essex Police Authorities

When the Chairs of Kent and Essex Police Authorities gave evidence to the Select Committee on the 21 June, they agreed to provide the Committee with some additional information. I am writing to provide some of this additional information.

Section 23 Agreements

The Committee asked about the extent of Section 23 agreements. I attach at Appendix A, a list of the agreements which involve Kent and Essex and some other Forces/Authorities. Although we are aware that other Forces /Authorities do have agreements in place, Kent and Essex do not have details. I have asked the Association of Police Authorities if they are able to assist the Committee with further details of the national picture.

Procurement

The Committee asked if they could have details of the items we jointly procure. I attach a list at Appendix B of those items we procure jointly at present together with our future plan. The Committee may also be interested to know that we have a three-year target to jointly procure 80% of all contracts and that, to date, the identified recurring annual savings from joint procurement amounts to £0.75 million between the two Forces/Authorities.

I will write to you again once I have the details concerning the public preference for a local Chief Constable and local officers.

July 2011

SECTION 23 AGREEMENTS

Essex/Kent

- Serious Crime Directorate.
- IT Directorate.
- Procurement Services.
- Internal audit.
- Combined Air Support Service.

In addition agreements are planned in the following areas:-

- Support Services.
- Marine Services.
- Transport Services.

Kent/Essex/Norfolk/Suffolk

A S.23 agreement is currently being drafted for:

- IT services.

Kent/Essex/Norfolk/Suffolk/Cambridgeshire/Bedfordshire/Hertfordshire/Northamptonshire/City of London/British Transport Police

A S.23 agreement is currently being drafted for:

- Project Athena (crime/custody/intelligence IT system).

Kent/Sussex/Surrey/Hampshire/Thames Valley Police

A S.23 agreement is currently being drafted for:

- Regional intelligence Unit and Regional Asset Recovery Team.

CURRENT JOINT PROCUREMENT

<i>Contract—Led by Kent and Essex</i>	<i>Number of Forces</i>
Project Athena	10
New crime, intelligence and custody system	
Scenes of Crime Consumables	25
Standardised list from body bags to finger print brushes	
Wicking shirts	5
New more comfortable shirts	
Insurance	10
Motor and Liability	
Fleet	18
Competition through NPIA Framework	
Landscaping Services	2

Further joint written evidence submitted by Kent and Essex Police Authorities

At the Home Affairs Select Committee meeting on 21 June the Committee asked about the evidential base for the assertion that the public in Kent preferred to see an officer with a Kent designation (and similarly in Essex). I apologise for the delay in replying to this request.

The Chairs of Essex and Kent Police Authorities made the point to the Committee that the public are pleased to see a prompt and efficient response to any calls for assistance, investigation of crime and to serious incidents and that collaboration between the two Forces had increased the capability for giving that service. The point to which we were referring was that, in respect of neighbourhood policing it is clear from our satisfaction surveys and the responses to members of the Authority that the public value highly the local nature of that service. They value the local PCSO's and neighbourhood officers for the understanding they have of the local area, its issues and its communities.

The evidence we have is that, the public value highly a local service provided by local officers and staff and they also see benefit from collaboration in the areas we have described.

August 2011

Written evidence submitted by George Cook MBE

George Cook MBE—retired Chief Officer Essex Police Special Constabulary, Founder and former Chair of ASCCO—Association of Special Constabulary Chief Officers.

I detail below further information in respect of Volunteer Policing (The Special Constabulary) in England and Wales.

Approximately four years ago, the Special Constabulary National Strategy (SCNS), which was jointly produced by the NPIA and The Special Constabulary nationally, which was approved by ACPO was introduced in an effort to address a range of issues and provide recommended guidance on best practice. However, whilst there has been considerable progress there is still a long way to go if proper standardisation is to be achieved throughout all Volunteer Police Forces within England and Wales.

Relationships between regular and volunteer officers are generally very good and this is especially true on front line operations. There is also strong support from the ACPO lead on the Special Constabulary ie Peter Fahy Chief Constable, Greater Manchester Police and regional ACPO/ASCCO committees. However, some senior Regular Officers within individual Police Forces do not appear to see the benefits of compliance with SCNS/Home Office guidance or maintaining appropriate levels of consultation with senior Volunteer Officers.

ASCCO represents the Special Constabulary at national and regional levels.

I have not named individual Police Forces whose non-compliance with SCNS/Home Office guidance creates problems, in order to avoid embarrassment to individual Forces/Staff and in order to maintain good relationships with them.

The NPIA has been a stalwart supporter of the Special Constabulary. Their support and understanding of the need to promote volunteer policing including standardisation needs to continue after their demise.

Standardisation

Regular Police Officers throughout England and Wales have a standardised approach in respect of the management of recruitment, training, rank/insignia structure, promotions, allowances etc. The Special Constabulary does not currently enjoy the same level of national standardisation. Consequently there is a wide range of management practices, which develop, some good and some not so good. This is a key factor which can affect morale and motivation especially in a volunteer environment and could ultimately negatively affect productivity.

Non-compliance with the SCNS, and Home Office guidance, especially in respect of the acceptance of standardisation, by some Police Forces creates more problems amongst the Special Constabulary than any other issue. This has, and continues in some Police Forces to create unnecessary problems amongst volunteer officers. As an example, in one Force volunteer officers are resigning in order to join an adjacent Force, which complies with the SCNS guidance.

Despite clear guidance in the SCNS there are numerous rank titles still in use. (ASCCO maintains and regularly updates databases showing all the different rank grades and allowances etc currently in use within the 43 Police Forces in England and Wales). This can create avoidable and often time consuming problems when volunteer police officers are deployed in adjacent Forces or attend national training courses etc., where different rank grades and titles lead to confusion.

There are clear levels of allowances for all Special Officers laid down by the Home Office. In practice, many Forces do not comply with these allowances. This impacts upon morale amongst volunteer officers who see colleagues in adjacent Forces receiving a different level of duty allowance.

Individual Chief Constables have the freedom to adopt all or some of the SCNS/Home Guidance which appears to be the primary reason for non standardisation.

These are key issues, which need to be resolved. In my opinion there can be no justification for all Forces not adopting a standard approach and complying with SCNS or Home Office guidance.

Consultation/Management of Volunteer Officers

Consultation between Regular and Special Officers, especially at Chief Officer Levels, varies significantly within the 43 Police forces in England and Wales. Those Forces who genuinely foster, encourage, involve and consult with volunteer officers at a senior level in a structured manner normally enjoy high levels of performance from their volunteer officers. Forces, who do not adopt this approach, can alienate volunteer

officers when decisions affecting their important contribution to everyday policing are made without consulting them. This in turn inhibits an integrated style.

Managing volunteer officers is more difficult than managing paid staff. Thorough understanding is required of employment law/practises and a great deal of diplomacy if volunteer officers are to be valued, encouraged and motivated to maximise performance and productivity. In my experience the best people to manage volunteers are other volunteer Police Officers with appropriate skills, knowledge and expertise. It is also extremely cost effective.

Two examples of poor consultation and management are:

- In one Force, a senior regular Officer below ACPO level convinced the Chief Constable, without consultation with the volunteer officers, to dispense with the volunteer rank structure. This had an immediate and serious impact on the volunteer officers within the Force many of whom resigned. Fortunately a new Chief Constable asked a senior volunteer Chief Officer from another Force to carry out a review which resulted in the previous decisions being rescinded, the SCNS being complied with which resulted in increased recruitment and demonstrable improvement in morale amongst the volunteer officers.
- In one police force the SC Chief Officer was not replaced upon retirement and was instead replaced with a regular chief inspector. Annual expenses for a volunteer chief officer is approximately £3/5K, depending upon which allowances the force pays, whereas the annual salary of a chief inspector is £45–50K. It is alleged that the answer for not replacing the previous chief officer was, “he was not very good at the job!” In my opinion this decision is not best value for money, demonstrated poor HR management within the Force involved and did nothing for morale amongst the Volunteer Officers.

The Future

In these difficult economic times, with threats of terrorism, the impending Olympic Games and the possibility of increasing crime levels, it is imperative that we maintain a strong, well trained, correctly deployed and valued volunteer constabulary.

Most Police Forces have plans to substantially increase their volunteer police officers. I suggest that this will be easier to achieve if the key issues mentioned above are resolved once and for all by all Police Forces adopting SCNS and Home Office guidance.

Several years ago I suggested the following as key areas for increasing recruitment to the Special Constabulary.

- Try and recruit a special constable from the parents, teachers or family within every junior school in England and Wales. A tall order maybe but the long-term benefits to our society could be considerable. Young children are comparatively easily influenced and having their own “Police Officer” can only be a positive approach in enhancing relationships between children and the Police together with reducing crime levels. We could even go as far as “police cubs” or is this a step too far at this time.
- Recruit from the young people who have to leave the Army, Navy and Air Force cadets, The Scouting movement or the Boys and Girls Brigade at the age of 18. These people already understand the need for teamwork, caring for others and discipline etc and would be ideal as Volunteer Police Officers.

For various reasons, these ideas were not progressed but I suggest the time may now be right to resurrect them. (The Police within the Public and the Public within the Police).

In summary we have a vibrant and energetic volunteer police force, which serves our diverse and demanding communities at an economic cost, (not a no cost option but a low cost option). I would reiterate that if all Police Forces embraced all aspects of the SCNS and Home Office guidance this would remove most of the current and avoidable issues that often have a detrimental impact on maximising the significant potential volunteer policing has to offer.

If you require further clarification on the above submission or additional information about managing Volunteer Police Officers please do not hesitate to contact me. I am available at any time during the summer months to assist you and your colleagues with the Committee’s report.

July 2011

Joint written evidence submitted by Norfolk and Suffolk Police Authorities

We are writing to you on the back of your Committee's recent interest in the topic of Collaboration amongst Police Forces. We viewed with interest the appearance of representatives from Kent and Essex Police Authorities and Constabularies on the 21 June 2011, and applaud the work they are doing. We in Norfolk and Suffolk are also actively involved in collaborative work. The attached recently published HMIC Inspection summary report may be of interest in this context. We have had a recent further inspection by HMIC, Zoë Billingham, and we feel sure that will also be equally positive in assessment of our joint progress; particularly relating to collaboration.

However, it is in the context of the question that was posed by Ms Nicola Blackwood MP to our Kent/Essex colleagues that we felt it appropriate to write to you and your Committee. When asked if there were any operational issues/obstructions to achieving collaboration our colleagues gave a "not really" answer. Given where we are in Norfolk/Suffolk, we would want perhaps to add to/qualify that response with a few points:

- In line with what the Chairs of Essex and Kent said, on a regional (and possibly national) basis, collaboration has been shaped by relationships between Chief Officers and Authority members. This has influenced who business can be done with and the progress made.
- There is a need to challenge staff at all levels to develop a collaborative culture that is neither the Norfolk-way nor the Suffolk-way, and to show that collaboration is not a threat or a takeover, nor requires one force to simply adopt the other's way of doing things.
- Financial planning needs to become more strongly linked. Decisions in one force impact on the other. Investment histories are different, for example Norfolk has invested substantially in the police estate in recent years, Suffolk less so but is now in the advanced stages of an estates modernisation programme. For example, identifying suitable premises to centralise the criminal justice function in Suffolk impacts on the ability to realise savings from the joint criminal justice function. Thus, the impact on other, non-police, organisations who we are in partnership with, should not be ignored and can be problematic to the cross-force arrangements.
- Investments in ICT have been different and present challenges for network and systems alignment. For example, different command and control IT systems, different HR, Finance and Payroll systems. Much work is needed to achieve IT alignment, with Suffolk already committing to moving from the Novell operating platform to Microsoft to assist this.
- Police Council Tax levels are approximately 20% different, Suffolk band D CT £160, Norfolk £191. This is historic and gives a perspective of "unequals" to the public and acts as a localism barrier to the altruistic approach required (and legislated for) for true collaboration.
- Local needs and concerns have shaped resource investment, for example the "Ipswich murders" in 2006 has led to substantial street prostitution work in Ipswich not replicated to the same extent in Norfolk.
- Powers granted by statute often refer to these being related to the relevant police area. It is not always straightforward for these to be discharged by staff or officers operating in a collaborative role, often requiring the relevant legislation to be checked carefully. For example, the power does not currently exist for Chief Officers to designate additional powers to police staff working outside of their force area (Police Reform Act 2002).
- Chief Officers are appointed by Police Authorities and constitutionally have responsibilities back to that Authority, not neighbouring Authorities. This creates difficulties for "joint" ACPO rank officers acting across boundaries and places some limitations on them discharging certain functions, for example authorising police officer and staff disciplinary action, financial responsibilities.
- Police and Crime Commissioners: preparation for which functions/staff will transfer and which will not. There is the possibility of different decisions being made on these in Norfolk and Suffolk which would impact on the ability or otherwise to collaborate some of these functions. The PCCs are being given a "localism" agenda, with local decision making, which could conflict substantially with the simultaneously promoted collaborative agenda designed to enable Forces to be more strategic whilst driving out efficiencies and cost savings to meet the current national fiscal challenges.
- Performance management and comparison—there is a need to align performance frameworks and reporting arrangements as much as possible to provide clarity for staff and reduce the administrative burden. Localism may, however, continue to require and drive differences, complicating the performance landscape for collaborative units. The performance of Norfolk and Suffolk is becoming inextricably linked to the performance of the collaborative units, eg detections performance in each force relies upon the performance of the joint custody investigation units. How does this play out against the localism agenda of the soon to be created directly-elected Police and Crime Commissioners?
- The MSF performance comparators will also need revision. Norfolk and Suffolk will increasingly need comparison as a collaborative pair rather than as individual forces.

- How do we describe the service delivery to the public when it is delivered by collaborative units? Will the public understand joint branding? Who should they hold to account for that delivery when ultimately it is the responsibility of Norfolk or Suffolk Constabulary/Police Authority (soon to be Police and Crime Commissioner) depending upon which police area the activity falls within?

Clearly there is more detail behind these points, but we felt that your Committee needed a bit more information on this topic and to appreciate that collaboration is not an easy panacea. Should you wish us to clarify further these points, we would be more than willing to do so.

July 2011
