

# CHIEF CONSTABLES' COUNCIL

## AGENDA

25 – 26 January 2017

Police Federation HQ, Leatherhead, Surrey, KT22 7UY

**25 January 2017 at 09:00**

**1. ATTENDANCE AND APOLOGIES**

The names of those attending and apologising will be noted in the Minutes

**2. MINUTES**

To consider the Minutes of the previous meeting held on 12-13 October 2016

**3. MATTERS ARISING**

To review and update the Council Action Log

**4. STANDING ITEMS**

4.1. Chair's Update

4.1.1. Delivery Plan Update

4.2. College of Policing Update

4.3. Regional papers on: Casualty Bureau Arrangements, Stop and Search, S163 Traffic Stops Update, Media Relations Authorised Professional Practice, Special Branch Review, Review of Police Core Grant and 2017-18 Settlement, Commercial Collaboration, Online Child Abuse Referrals, Police Delivery Model – DBS Enhanced Disclosure Certificates, Update on the Joint International Policing Hub, National Serious and Organised Crime Performance Assessment, UK Protected Persons Service, Management of Registered Sexual Offenders, Fraud – National, Regional and Local Structures, Football related Non-Recent Child Sexual Abuse, Eastern Region Serious Organised Crime Unit UCOL Pilot, Counter Terrorism Policing Update, Troubled Families Programme, Pre-charge Bail (Policing & Crime Bill 2016) Progress and Commencement update.

**5. STRATEGIC LANDSCAPE**

Presentation from Mark Sedwill, Permanent Secretary, Home Office

*Coffee*

*10:40-11:00*

**6. EVIDENCED BASED POLICING FOR CHIEFS**

CC Alex Marshall to Introduce Professor Larry Sherman

**7. DELIVERING VISION 2025**

Submission from CC Sara Thornton

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8. [PROTECTIVE STRATEGY ABUSE OF POWER](#)  
Presentation from CC Stephen Watson
9. [USE OF FORCE](#)  
Submission from CC Justine Curran
10. [LABOUR'S PRIORITIES FOR POLICING](#)  
Presentation from Lyn Brown, Shadow Minister for Policing

**LUNCH**

**13:00 – 13:45**

11. [OPERATION RESOLVE](#)  
Presentation from Robert Beckley, Assistant Commissioner, Operation Resolve
12. [FIRE SERVICE COLLABORATION](#)  
Submission from DCC Andy Frost
13. [CITIZENS IN POLICING](#)  
Submission from CC Dave Jones
14. [NATIONAL FEDERATION UPDATE](#)  
Presentation from Steve White, Chair, Police Federation
15. [DURHAM ORGANISATIONAL CLIMATE SURVEY](#)  
Submission from CC Giles York
16. [LICENCE TO PRACTISE](#)  
Submission from CC Alex Marshall
17. [POLICE LEADERSHIP: GUIDING PRINCIPLES](#)  
Presentation from CC Alex Marshall
18. [IMPROVING WORKFORCE REPRESENTATION](#)  
Presentation from CC Gareth Wilson
19. [PRESENTATION TO JOE HOLNESS: NATIONAL POLICE MEMORIAL](#)  
Presentation from CC Sara Thornton

**CLOSE**

**16:30**

**CPOSA ANNUAL GENERAL MEETING**

**16:30**

**DINNER**

**19:00**

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**26 January 2017 at 09:00**

**20. BREXIT**

Update from Lynne Owens

**21. INVESTIGATORY POWERS IMPLEMENTATION**

Submission from CC Mick Creedon

**DRIPA JUDICIAL REVIEW**

Submission from CC Mick Creedon

**22. UNDERCOVER POLICING INQUIRY**

Submission from CC Mick Creedon

**23. COURT REFORM**

Presentation from Susan Acland-Hood, Chief Executive, HMCTS

**24. EMERGENCY SERVICES MOBILE COMMUNICATIONS PROGRAMME**

Presentation from CC Francis Habgood

**25. BUDGETS**

25.1 [NPCC Budget](#)

25.2 [ACRO Budget](#)

25.3 [NPoCC Budget](#)

25.4 [Wildlife Budget](#)

**26. ANY OTHER BUSINESS**

To consider any items of business not included in the substantive agenda

**DATE OF NEXT MEETING**

The next meeting will be held on \*\*\*\*\*S31

**FUTURE MEETING DATES IN 2017**

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***LUNCH***

**13:00**

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# Chief Constables' Council Minutes

Wednesday 13 – Thursday 14 October 2016

\*\*\*\*\*S31

**Security classification:** Official  
**Disclosable under FOIA 2000:**  
**Author:** Shelley Perera  
**Force/organisation:** National Police Chiefs' Council (NPCC)  
**Date created:** 19 October 2016

## Attendees

CC Sara Thornton	NPCC Chair
CC Andy Marsh	Avon and Somerset
CC Mark Collins	Bedfordshire/Dyfed Powys
CC Alec Wood	Cambridgeshire
CC Simon Byrne	Cheshire
Commissioner Ian Dyson	City of London
CC Iain Spittal	Cleveland
CC Mick Creedon	Derbyshire
DCC Peter Goodman	Derbyshire
CC Debbie Simpson	Dorset
CC Michael Barton	Durham
CC Stephen Kavanagh	Essex
DCC Rod Hanson	Gloucestershire
CC Ian Hopkins	Greater Manchester
CC Jeff Farrar	Gwent
CC Olivia Pinkney	Hampshire
A/ACC Amanda Pearson	Hampshire
CC Charlie Hall	Hertfordshire
CC Alan Pughsley	Kent
CC Steve Finnigan	Lancashire
CC Simon Cole	Leicestershire
CC Andy Cooke	Merseyside
ACC Andy Ward	Merseyside
AC Mark Rowley	Metropolitan Police Service
AC Helen King	Metropolitan Police Service
AC Martin Hewitt	Metropolitan Police Service
DAC Helen Ball	Metropolitan Police Service
CC Simon Bailey	Norfolk
CC Simon Edens	Northamptonshire
CC Steve Ashman	Northumbria
CC Dave Jones	North Yorkshire
CC Sue Fish	Nottinghamshire
DCC Simon Torr	Nottinghamshire

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CC Phil Gormley  
CC George Hamilton  
CC Peter Vaughan  
CC Stephen Watson  
CC Jane Sawyers  
CC Mike Bowron  
CC Steve Jupp  
DC Gareth Wilson  
CC Nick Ephgrave  
CC Giles York  
CC Francis Habgood  
CC Martin Jelley  
CC Anthony Bangham  
CC David Thompson  
T/CC Dee Collins  
CC Mike Veale  
CC Paul Crowther  
CC Alex Marshall  
Alf Hitchcock  
Lynne Owens  
Colonel David Neal

Police Scotland  
PSNI  
South Wales  
South Yorkshire  
Staffordshire  
States of Jersey Police  
Suffolk  
Suffolk  
Surrey  
Sussex  
Thames Valley  
Warwickshire  
West Mercia  
West Midlands  
West Yorkshire  
Wiltshire  
BTP  
College of Policing  
MoD  
NCA  
Royal Military Police

**In attendance for specific items**

Nick Folland  
Rt Hon Brandon Lewis  
Julia Mulligan  
Paul Lincoln

CPS  
Minister for Policing and Fire Service  
Police & Crime Commissioner  
Director General - Crime, Policing & Fire Group | Home Office

**In attendance**

Supt. Tim Metcalfe  
Insp. Ben Gasson  
Nicole Higgins  
Georgina Wade  
Nicola Growcott  
Richard Hampson  
Sherry Traquair  
Colin Ley-Smith  
Oliver Cattermole  
Andy Harding

NPCC Chief of Staff  
NPCC Staff Officer  
NPCC Strategic Planning and Risk Manager  
NPCC Public Relations Officer  
NPCC Communications Manager  
NPCC Business Officer  
NPCC FOI and Decision Maker  
ACRO  
College of Policing Chief of Staff  
Staff Officer to DAC Basu

## OPEN SESSION

### 1. ATTENDANCE AND APOLOGIES

- 1.1. The Chair welcomed those present to the meeting of Chief Constables' Council in London and commenced the meeting with welcomes to new attendees' CC Charlie Hall of Hertfordshire, CC Mark Collins of Dyfed Powys and CC Anthony Bangham of West Mercia. Introductions were made around the room.
- 1.2. The following tendered their apologies for the 12 and/or 13 October 2016 session of Council:  
  
Commissioner Bernard Hogan-Howe, Deputy Commissioner Craig Mackey, Dee Collins, Group Captain Horne, Mike Griffiths, Neil Rhodes, Simon Prince and Suzette Davenport

### 2. MINUTES

- 2.1. The Minutes of the previous meeting held on 12-13 July 2016 were agreed.

### 3. MATTERS ARISING

- 3.1 Chiefs were requested to note the contents of the closed actions within the Council Action Log.

The Chair focused attention on the outstanding actions:

**Action item number 3.2:** The Chair will extend an invitation to Sir Tom Winsor to attend a future Council if his attendance is congruent with the agenda.

**Action item number 4.2.9:** CC Alex Marshall confirmed that it is the responsibility of chiefs locally to decide whether a role is politically restricted.

**Action:** CC Alex Marshall to provide a briefing paper on the restrictions that can be put in place to limit and or prevent a police officer from participating in political activities.

**Action item number 4.3:** To be discussed later during the agenda item on the Police Reform and Transformation Board.

**Action item number 4.3.7.9:** Richard Hampson to liaise with the \*\*\*\*S23 for a response on this action.

**Action item number 12:** All co-ordination committee updates on Brexit have been placed on ChiefsNet.

- 3.2 **Pre-charge bail update:** CC Simon Byrne informed colleagues of the high likelihood that the changes to timescale and authority levels will happen. The last attempt to inform Parliament of the impact of the change will be towards the end of October when the Bill progresses through the Committee Stage of Parliament. The College of Policing will hold a conference in Ryton on 16 November to prepare people for the change.

CC Alex Marshall informed colleagues that the studies on bail undertaken in forces showed that 70% of cases would go beyond 28 days to 56 days. Sexual offence cases would be most affected by the changes with many of these cases unable to be processed within 28 days because of forensic and digital examinations.

- 3.3 Targeting on-line abuse update:** CC Mike Barton informed colleagues that work to tackle online abuse fits within the crime area of stalking and harassment and should not be directed solely at the work being undertaken within the Digital Intelligence and Investigation portfolio.

The Crime Operations Coordination Committee is taking the lead on ensuring that all leads are placing equal focus on the digital element of all crime types.

AC Mark Rowley updated colleagues on the work to tackle online abuse of MPs and the coordination of activity across forces. Collaborative working is taking place with parliamentary security advisors and the Independent Parliamentary Standards Authority (IPSA).

Attention was drawn to the recently published Guidelines on Prosecuting Cases Involving Communications Sent Via Social Media published by the Crown Prosecution Service.

**Action:** Richard Hampson to post the CPS guidelines on ChiefsNet.

## **4. STANDING ITEMS**

### **4.1. Chair's Update**

The Chair requested that CC Dave Thompson provided colleagues with an update on a recent meeting about the funding formula with the Policing Minister.

#### **4.1.1. Funding Formula**

CC Dave Thompson provided an overview of his meeting with the Policing Minister and reminded colleagues of the Strategic Sector Group (SSG) and Technical Reference Group (TRG) being set up by the Home Office to review the funding formula.

CC Dave Thompson identified the membership of both groups.

**Action:** CC Dave Thompson to provide chief constables with regular updates on the work of both the SSG and TRG.

#### **4.1.2. Honours**

The Chair updated colleagues on a letter received by herself, the Commissioner Bernard Hogan-Howe, the Police Federation and the Superintendent's Association from the previous Home Secretary Theresa May. This letter said that nominations for the Queen's Policing Medal (QPM) would benefit from greater reflection of the courage and operational contribution of all ranks.

The NPCC is working with the Home Office to move towards a more democratic process for nominations. This will commence from the New Year 2018 process.



Paul Lincoln will correspond with all chiefs to request that they give thought to whom they nominate for QPMs.

**Action:** Chief constables to consider quality nominations from all ranks.

#### **4.1.3. Association of Police and Crime Commissioners (APCC) & NPCC Partnership Summit 2016**

The Chair publicised the NPCC Conference with the APCC which is taking place on 16 and 17 November. The Chair encouraged colleagues to register and attend the conference.

#### **4.1.4. Police Memorial Day**

The Police Memorial Day Trust is developing a paper to bring to Council to request that chiefs give consideration to contributing to the Trust's finances. A paper will be brought to Council in January 2017.

#### **4.1.5. Leadership Learning**

The Chair provided an overview of the work to date informing colleagues of the first workshop on 29<sup>th</sup> November, which will be led by Bernard Jenkin MP. The Chair reminded colleagues that Bernard chairs the Public Administration Select Committee and wrote a very good report on the Health Service, which contributed to their work related to learning from failure. The following workshop will take place on 8<sup>th</sup> December and will be led by Matthew Syed.

The work of Superintendent Tim Metcalfe was highlighted and colleagues were informed that the majority of one to one interviews with colleagues on the panel had been undertaken, and had provided a rich source of information that will be synthesised into a report.

#### **4.2. College of Policing Professional Committee Update**

CC Alex Marshall provided an overview of the contents of the September 2016 Professional Committee Meeting update paper.

A number of points were highlighted in addition to the paper:

1. The College's membership website has been up and running for three weeks with approximately, 100 people a day joining up. Approximately 2,000 people joined as members in the first two weeks. The College has been speaking with forces to ensure that there are technological links between the College's website and those of different forces. Members will have one stop access to all of the products and services, careers advice, job adverts and a daily policing news summary.

**Action:** Chiefs to encourage police officers and staff to sign up to the membership website.

2. The current direct entry cohort for superintendent and inspector schemes gathered on the evening of 11<sup>th</sup> October. Planning for the 2017 recruitment campaign is now taking place. The College has written to all forces to ask them if they would like to participate in 2017.
3. National Continuing Professional Development (CPD) day is taking place on 7-11<sup>th</sup> November. The Chiefs' CPD day will take place on 9<sup>th</sup> November.

4. Attention was drawn to the various Authorised Professional Practice (APP) updates and in particular, the Mental Health APP and the Domestic Abuse APP and the research and new educational programme. Both Hertfordshire and Humberside have participated in pilots, the feedback of which has been positive.
5. The College of Policing is making changes to its programme of training courses for forces following a comprehensive review. The review, which included consultation with staff, national policing leads and other key stakeholders, was carried out earlier this year to consider whether the existing training programme was aligned with the College business priorities.

The review found some College training courses including forensics, personal safety, method of entry and crime prevention were already being provided to a high standard by police forces, under a licence from the College, and by the wider commercial market and so did not need to be delivered by the College. Other courses, which were reviewed, including the training on the strategic management of intelligence will continue to be delivered.

The College sets standards based on evidence of what works, and develops learning and training materials based on these standards, making them available to police forces, and this will not change as a result of the review.

The issues of costs was raised and confirmation gained from CC Alex Marshall that the College would stop delivering a range of paid and free courses.

### **4.3. Regional Papers**

4.3.1. The Chair guided colleagues through the feedback from the regional papers.

4.3.2. The following positions were recorded:

- MoRiLE: green and noted.
- Memorandum of Understanding (MoU) with the Department for Work and Pensions: green and noted.
- Mounted Policing Update: mostly green with Wales and London indicating qualified support. CC Alec Wood explained that the paper is related to the use of alternative tactics within the use of mounted operations, whereas the comments from the two regions relate to mitigating the lack of mounted which is different. The paper was noted.

**Action:** CC Alec Wood to respond directly to Wales and London on their comments.

- National Strategy for Police Custody: majority green and noted.
- National Mutual Aid Telephony (NMAT) and 101: green and noted.
- Operation Hydrant: green and noted.
- Performance Management Framework: green and noted.

**Action:** CC Steve Finnigan to respond to the East Midlands and South East regions on their comments.

- Police and Fire Collaboration: green and noted.

**Action:** CC Alec Wood to respond to the West Midlands and North East regions on their comments.

- Professionalise and Accredite on a National Basis the Civilian Investigators Work: green and noted.

**Action:** CC Mike Barton to respond to the East Midlands, South East and London regions on their comments.

- Shaping the National Information Management and Operational Requirements: majority green. CC Peter Vaughan confirmed the support of the Welsh region. The paper was noted.
- Strategic Policing Requirement: mostly green and noted. CC Dave Jones confirmed that the North East supported the paper and had reached agreement with CC Peter Vaughan that further details would be brought back to Council in January 2017. The South West region confirmed their support.

**Action:** CC Peter Vaughan to bring a paper to council providing in depth detail on the proposal.

- The Curtis Report: The Future of National Standards for Incident Reporting: was not supported by the North East who want consistency on incident data and have concerns relating to the timescale.

A number of chief constables expressed their desire to discuss the paper further with the author.

**Action:** ACC Jeff Vaughan to present the paper on day two of Council, 13<sup>th</sup> October 2016.

- Understanding Demand Update: green and noted.
- Workforce Coordination Committee Update: green and noted.
- Conductive Energy Devices: green and noted.
- Membership and Voting: the Chair agreed that a number of good points had been highlighted by the North East Region.
  - Point 1 -delegated voting by proxy. If an ACC or DCC attends on behalf of a chief, then that individual has that chief's vote.
  - Point 2 - the Director General of the NCA is not a chief constable and the mistake in the paper will be rectified.
  - Point 3 - does include Assistant Chief Officers.
  - Point 4 - representatives for Specials will not be given a vote.
  - Point 5 - decisions are made on a majority decision and derogation remains a part of the S22 Agreement.

A discussion ensued about whether Special chief officers should have observer status at Council. A vote took place and the majority of members were opposed.

The Chair asked members if they would like to raise any additional points on the regional papers.

CC Mick Creedon requested that a reciprocity clause was included within the MoU with the Department for Work and Pensions.

**Action:** CC Mick Creedon to speak with Gary Pugh to ensure that the MoU includes reciprocity in the sharing of information with forces.

## 5. POLICE REFORM

Members were directed to the update paper written by Superintendent Tim Metcalfe on the Policing Vision 2025 and police transformation fund bids and recommendations.

The Chair provided an update of the work of the Police Reform and Transformation Board. Since the last Council, there have been two further meetings of the Board, one of which was an away day. A high proportion of time was spent at the away day discussing the Vision 2025. The Chair described the re-drafting process to members and the importance of addressing governance within the Vision. The Police and Crime Commissioners were keen that the Board looked to 2025 when formulating the vision.

The Chair highlighted the benefit of advising the Home Secretary on transformational bids and identified the importance of ensuring that the debate on transformation is not based purely on money.

The Chair acknowledged the laudable work undertaken by Superintendent Tim Metcalfe on behalf of chief constables, in gaining agreement on the process and participating in the work of the gateway group. The role of the gateway group was to match the 72 bids against the funding criteria and prepare a report for consideration by the Police Reform and Transformation Board. This report has been posted on ChiefsNet.

Recommendations have been made to the Minister. The grant letters should be received by the end of October 2016.

The Board and officials noted the need to think strategically about how to achieve the vision and working plans on the five strands of the Vision were being developed. Work has already been undertaken through the specialist capabilities and digital boards. The Board is beginning to morph into a commissioning mind-set and chiefs need to very much be a part of shaping and contributing to this.

The Chair solicited the views of other members of the Board.

CC Steve Kavanagh requested that a brief note be written and shared with chiefs as to why bids were or were not supported.

**Action:** Superintendent Tim Metcalfe to provide a brief note to chiefs to clarify why their bid was or was not supported.

The Chair noted that there were four bids relating to police and fire collaboration which were not supported by the Board. The Board will write to CC Alec Wood, David Lloyd and the GLA to request that they consider developing a strategic bid as opposed to one that concentrates on specific individual regions/forces.

CC Alex Wood confirmed his understanding of why the bids had not been supported.

A discussion took place relating to funding criteria, streams and timescales. It was noted that there will not be a separate innovation fund process moving forward and that chiefs should spend at risk now rather than waiting for an official grant letter at the end of October.

The Chair informed members that a letter from PCC Julia Mulligan and herself had been sent to the Police ICT Company and the National Police Technology Council (NPTC), chaired by Ian Bell which requested their ideas on how to undertake more joint technological work. This resulted in the development of three successful bids.

Ian Bell provided an overview of the three bids.

**Productivity Services:** A bid to secure funding to create a Police (and Blue light) cloud-based commoditised platform of services that forces can avail themselves of, comprising of email, and core office services including file shares in the first instance but with scale and scope increasing over time. Currently, it is estimated that 30-40% of current annual IT revenue spend at the force level is consumed by providing these services. There are significant savings to be made from buying this provision from a supplier.

**Identity Access Management (IAM):** A bid to gain funding to further develop the IAM work that the NPTC has already started. The delivery of this Programme will mean the creation of a single national identity management platform that is maintained, supported and kept current and secure. It will provide a national role-based access solution for police employees (and Blue light). Currently this is an unwieldy maintenance overhead managed locally that precludes a lot of straightforward interoperability and co-operation across forces. Forces should see savings on current national apportioned cost.

**Security Operations Centre (SOC):** A national operations centre to monitor all police information traffic flow for vulnerabilities and hacking attempts. The bid will be to specify, procure and deploy nationally a suite of tools and services to vastly improve security for policing (and beyond).

Lynne Owens gave her permission for the \*\*\*\*\*S23 to be named in any IT procurement process to create opportunities for joined up working.

The Chair confirmed that the Board will be inviting ICT colleagues to investigate opportunities for joint working in the areas of storage and Enterprise Resource Planning (ERP).

## **6. SPECIALIST CAPABILITIES**

The Chair introduced the specialist capabilities phase one report and iterated the importance of the Specialist Capabilities Team linking in with members to ensure that members are content with the direction of travel. The Chair noted that the work is planned until March 2017.

Members were informed that the Specialist Capabilities Team would be presenting the same report at the Association of Police and Crime Commissioner's (APCC) General Meeting on 20<sup>th</sup> October 2016.

**Action:** All chiefs to discuss the specialist capabilities papers with their Police and Crime Commissioners.

Chris Sims delivered a presentation on the Specialist Capabilities Programme - Phase One Report and Capability Review Reports.

The following areas were discussed:

- **Collaboration:** This takes time and will not yield a quick turnover of savings. The programme estimates it can improve effectiveness by 80% and efficiency by 20%. Investment is to make these capabilities more effective.
- **Data:** This is a challenge, but it should not be a barrier to change as the report presents a compelling case to change.
- **Existing work:** Many forces will already be undertaking work in the areas noted in the paper and will be operating with a “trading mind-set” e.g. ROCUs. Thus concern was raised that not all forces will sign up to the proposals.
- **Leadership:** Developing experts in specific fields may not be the best method of demonstrating leadership.
- **Support from PCCs:** PCCs will need to be fully briefed on the detail that shows the programme is about increasing access to capabilities as opposed to losing them. Briefing to clearly define the difference between the concept of the trading mind set and mutual aid.
- **Force Mergers:** If fewer forces existed, the proposals would still be valid. However, it is unlikely that there will be a reduction in forces at the present time, but even with fewer forces the proposals would still be valid.
- **The absence of a defined structure within the paper, the changing role of British policing and the role of the chief constable.** The nature of the skills required of chiefs in the next few years will change. The role will become more of a commissioning agent. This should be addressed through personal development and working with the College of Policing.
- **The ability for forces to access high-end assets through a ‘network’ model, particularly those forces where demand for such assets is typically low and the cost of dedicated assets may be unviable.** Further work will be required to ensure that chiefs and PCCs are confident in this method of working.
- **Governance:** PCC Paddy Tipping is leading on this area of work and CC Simon Cole sits on the working group. The Police Foundation has been commissioned to undertake work in this area and the first interim report has been placed on ChiefsNet. The surveys show that there is an issue about governance relating to access from chiefs’ perspective and equity and fair allocation from a PCC perspective.
- **Methodology:** The paper articulates the benefits of the option recommended but it would benefit from being clear on what the other options were and why they have been discounted. In addition, the risks and mitigation should be included.
- **Consultation and engagement:** A good consultation process has taken place.
- **The discussion concluded with the reflection that there was general support from chiefs with intelligent and thoughtful questions raised on specific areas.**

**Action:** Chris Sims to provide chiefs with a number of examples to enable them to clearly explain the programme and next steps to PCCs.

Chiefs were requested to agree the three recommendations proposed within the report.

Recommendation One -to accept the concept of networked policing as underpinning the services' strategic approach to specialist capabilities and to support the following steps to strengthen the network - was supported.

Recommendation Two - to agree the process for considering the capability level proposals made to improve the five capability areas - was supported.

Recommendation Three - to support the continuation of the Specialist Capabilities Programme adopting the following methodology – was subject to further work

Firstly, to deliver the implementation of supported proposals and the development of national network principles. Secondly to extend its methodology to include cyber, intelligence and proactive investigation against definitions to be agreed.

**Decision:** It was agreed that the Specialist Capabilities Team would describe exactly what they mean by proactive investigations. Capabilities need to be divided into sub capabilities so for example intelligence does not include the whole of intelligence and work will be undertaken with the intelligence portfolio to look at which of the sub capabilities require inclusion.

**Action:** Recommendation Three: To add to the wording of the recommendation to “extend its methodology to cyber, intelligence and proactive investigation against definitions to be agreed”.

**Action:** The Specialist Capabilities team to write the exact wording for recommendation three and send out to members for consultation and for the Board to agree.

**Action:** Chris Sims will work with the specific leads for the business areas and undertake a round robin of members.

**Decision:** Members agreed that upon inclusion of the two above caveats, the Board could decide upon the definitions.

The Chair thanked Chris Sims and Andy Newsham for their work on the Specialist Capabilities programme.

## **7 WORKFORCE**

CC Alex Marshall introduced this section of the agenda, reinforcing to members that the entire work programme of the College is focussed on workforce transformation.

An overview was given of the governance structures within the College, confirming chief officer representation on the College Board and on the Professional Committee.

The purpose of the session was to highlight key areas of work and talk to chiefs as employers, identifying the implications as employers as opposed to members of the profession.

Members were informed that CC Francis Habgood would provide an overview of the work related to pay and reward later in the session.

The purpose of the College was described as equipping people in policing with the skills and knowledge they need to do really well. The demand analysis report was identified as a good illustration of how the College could collate data that enables evidence-based discussions with Government. The demand work clearly showed the rapid changes relating to vulnerability and online crime, serious organised crime and counter terrorism development. It demonstrates that crime has become more complex and every local investigation now often includes online aspects, some safeguarding considerations and working with partners.

CC Alex Marshall explained to members that the College groups its work into three areas: knowledge, education and standards. He then guided members through a number of the big pieces of work being undertaken.

## 7.1 Policing Education Qualifications Framework (PEQF)

The College has consulted widely on the recommendations with the public, forces and staff associations. All of the PEQF recommendations went to the College Board and the only rank that will require a pre-requisite qualification will be chief officers. For all of the other levels, if an individual does not have the qualification at attainment of that level, they can achieve the qualification while serving in that rank.

A framework was approved but the Board has requested further work on timings and implementation. The College will work with chiefs as employers to understand what would be reasonable in terms of implementing this framework across their organisations.

Wales is not subject to the apprenticeship levy and therefore further thought is required on the different forms of entry for Wales.

The high-level apprenticeship is for constables. Work is ongoing in the area of police staff and apprenticeships e.g. how could PCSOs be brought in on an apprenticeship scheme.

CC Francis Habgood explained that his involvement with the PEQF and higher level apprenticeships was from the perspective of an employer rather than a HR and learning and development perspective. He said both schemes presented positive opportunities for policing but identified a number of areas which chiefs should be thinking of as employers:

- Higher level apprenticeships come with a requirement of 20% protected learning time. Chiefs as employers will need to consider how they negotiate with higher education establishments to manage the protected learning time with the requirements of the role.
- Forces cannot have an arrangement where everyone starts in the normal university academic year. Forces have got to be able have people start throughout the year. Engagement between chiefs and higher educational establishments is needed to ensure courses are going to work for policing.
- The timelines are ambitious. The scheme is intending to start from September 2017. Therefore, if forces do not already have arrangements with higher educational establishments locally, they may find this an unachievable timeframe. However, it would be a good time to look at a network arrangement for delivering higher level apprenticeships as there are already a number of higher education establishments working in this way.



- Apprenticeships do not provide funding to forces. There are already some good arrangements in place with forces and higher education establishments, which others can learn from.
- As policing becomes an accredited profession, applicants will need to demonstrate that they are either operating at A level standard or have equivalent qualifications and have the ability to complete a degree and gain professional accreditation within policing.

CC Habgood requested that chiefs familiarise themselves and remain sighted on the work of their force in this area.

**Action:** CC Habgood to work with chiefs to form a group of approximately six forces of different sizes, and maturity levels in terms of arrangements with higher education establishments to start considering the implications.

CC Alex Marshall informed members that a differently educated and prepared workforce will be an investment and that the College had already undertaken some work on costs and timings. The College has a number of proposals and suggestions that they could make in these areas.

The apprenticeship levy can be shared between forces to a certain extent so if forces are in collaborative arrangements they can agree to draw down on another forces' levy. In addition to the money being taken from forces from April 2017, if forces want to have further apprenticeship schemes, the Government may fund up to 90% of the cost.

A discussion ensued in which the following points were raised:

- The Department of Education have not yet finalised the funding available so these funding assumptions contain a level of risk.
- There is a risk that higher education establishments will not be able to deliver new recruits to forces in the numbers and at the time that they are needed. The College would benefit from undertaking further work in this area to understand whether the timeframe of 2020 is achievable or should be extended. It was confirmed that although the College Board has agreed the framework it has not agreed the timeline or the implementation until the College has had more time to work with chiefs.
- Forces will need to consider where to place new recruits through these routes on the pay scale for constables, given that forces will be funding training and degree costs. These decisions have budget implications for all forces.
- The PEQF framework will offer three routes into the police service:
  - a practical police degree
  - a six-month conversion for individuals with an existing degree
  - a higher level apprenticeship scheme.
- Competencies. The leadership review considered the competencies in the recruitment process and whether the current pack of Policing Professional Framework (PPF) and the competency framework are fit for the future. The College therefore introduced the Competency Values Framework, which is being used for the first time at the 2016 Police

National Assessment Centre (PNAC) process and is already being used by some forces including the Met.

CC Alex Marshall informed members that CC Debbie Simpson will be the Director of the Strategic Command Course for next year and DAC Helen Ball from the Met will be the Deputy Director.

The session was paused at this point with a commitment to return to this agenda item on day two.

## **8 LOCAL POLICING**

CC Simon Cole requested that chiefs note the following point:

- 12 October 2016 Prevent Board meeting. The Home Secretary now chairs the Prevent Board and is encouraging other partners on whom the duty applies to become more engaged. It was a positive meeting that reflected the ongoing work across forces.

**Action:** All chiefs to ensure that they are aware of the activities being undertaken by their force prevent team.

CC Simon Cole introduced Commander Christine Jones and the work that she is leading on relating to mental health, restraint, s136, transport and the Crisis Care Concordat.

Commander Jones thanked members for the opportunity to present her work. Particular thanks was given to CC Marshall and his team at the College of Policing for their support in moving the work forward.

Commander Jones provided a verbal presentation, which highlighted the following areas:

- The role of the police in mental health institutions including the activities undertaken by police officers within the mental health environment and the capacity, capability and training of health providers.
- Lord Alex Carlisle QC CBE is Chair of the Expert Reference Group on Mental Health and Restraint, which consists of police experts and representatives from across the health spectrum including representatives from the Royal College of Psychiatry, Royal College of Nursing and the Royal College of Paramedics.
- The Group have developed a document that will provide forces with some support in discussions with health partners. The document confirms the role of the police when they are called to restrain people within the health environment.
- Department for Health have not yet signed up to the document as an agreed Memorandum of Understanding, but have been part of its development. All involved in developing the document will be referenced within it.
- Within the next few weeks, the Reference Group will publish the first round of advice to forces on the use of restraint in the mental health environment. This will be followed by a further piece of work looking at restraint within the broader health environment i.e. accident and emergency departments or doctor's surgeries. The document will be absolutely clear on the roles and responsibilities of partners to maintain their ownership of the clinical welfare of the individual.

- Commander Jones congratulated chiefs on the 54% reduction in the use of police cells and informed members that a Home Office working group is being set up to look at s136 legislation.

**Action:** All chiefs to drive the adoption of this particular advice through their Clinical Commissioning Groups and Crisis Care Concordat Groups because they are already set up to look at the best approach to crisis care management.

**Action:** Chiefs to inform Commander Jones of any issues they are experiencing in relating to s136.

**Action:** Chiefs to ensure that a local escalation process is in place to inform Chief Executives of problems in their commissioning strategies and priorities that lead to health services being unable to deal with demand.

A discussion ensued covering the following areas:

- Training of officers to enable them to deal with people with mental ill health is being addressed through the recently published Mental Health Authorised Professional Practice.
- If forces have vulnerability assessment frameworks in place and are applying the Authorised Professional Practice they are starting from a good base point on which to address some of the issues around vulnerability.
- Forces are far better now at recognising mental health as opposed to criminality in a more constructive and understanding way than has perhaps happened previously.
- Forces need to be conscious of their own escalation processes for mental health concerns.
- Members identified the need to also look at the roles and responsibilities of police within elderly care homes and care homes for young people.

**Action:** Forces to look locally at the implications of advice being given about restraint to see whether or not their local restraint and officer safety guidance is aligned.

**Action:** CC Cole to look at how the Local Policing Co-ordination Committee could be reorganised to include categories such as elderly care homes, care homes for young people and Ofsted's role.

CC Cole delivered a presentation on the work being undertaken within the local policing strand of the reform and transformation programme, which included an overview of partnership working.

CC Pinkney delivered a presentation on the work of the children and young people portfolio including an overview of the National Strategy for the Policing of Children and Young People, the associated action plan and the areas of focus.

**Action:** All chiefs to familiarise themselves with the Child Centred Policing National Action Plan, taking into consideration the perspective of children and young person in their national and force roles.

CC Cole identified the need to reinvent the Local Policing Co-ordination Committee work to address such challenges as the delivery of the Vision 2025, integration and what work needs to be developed micro-locally as opposed to what could be taken off the shelf and used. He raised the question of what the local policing transformation bid should include and informed members that one of the areas being looked at is potentially a national iteration of street games diversionary sporting activity with some commonality.

The local policing section of the Police Reform and Transformation Board is not at the same stage as the other areas within the reform portfolio. The Association of Police and Crime Commissioners are working to identify a lead PCC to bring together partners agencies to work together at the national and strategic level.

CC Cole identified Supt Jim Lunn as the local policing lead for the College.

CC Kavanagh highlighted the work of the Prison Reform Trust, which encourages forces to work with them to reduce offending in children's homes.

Paul Lincoln offered the assistance of the Home Office in progressing the work of the local policing portfolio through joint working with forces and PCCs.

Members thanked Commander Christine Jones for all of her work in moving forward the mental health agenda.

## **9 DIGITAL POLICING**

The Chair introduced CC York and welcomed Nick Folland, Chief Executive of the Crown Prosecution Service (CPS) to Council.

CC York delivered a presentation on the Digital Evidential Transfer Service (DETS). He provided an overview of the context of digital policing, outlined the proposal to Council and sought agreement by members.

Nick Folland provided members with an overview of his background, followed by his early observations of the CPS, CPS 2020, the Common Platform Programme and how police and CPS could work together.

Nick Folland thanked Hacer Evans, the Digital First team and Giles York for all of their engagement with the CPS.

The Chair reminded members that policing has signed up to the Common Platform and the Memorandum of Understanding.

The Chair requested the thoughts of members and for any questions relating to DETS and developing a joint bid.

**Action:** CC York to request Hacer Evans to engage with the \*\*\*\*\*S23 on the common platform programme.

- CC York explained that the current thinking relating to ownership of the cloud is that it will be rented. Further consideration is being given to ownership of data and how many times data is required to be stored.
- An update was provided on the digital case file pilot. A full review of all cases will take place at the end of November.

Nick Folland offered members the opportunity to speak with him at any time about any issues that they have in relation to this work or work in general with the CPS.

Chiefs were requested to agree the four recommendations proposed within the report.

Recommendation one - to acknowledge and endorse the requirements contained in the previously agreed MoU between NPCC and CPS - was supported.

Recommendation two - to endorse the capture, store and share concept - was supported.

Recommendation three - to agree a national cloud solution for sharing evidence.

**Decision:** The wording of recommendation three to change to “agree that we will propose a national cloud storage solution for sharing evidence” was supported.

Recommendation four - to endorse the proposal for a central DETS and support the Digital First Programme in a financial bid for delivery - was supported.

The Chair thanked CC York for his work, Nick Folland for his presentation and Hacer Evans for all of her work.

## **10 GOVERNANCE**

The Chair welcomed Julia Mulligan, Chair of the Police Reform and Transformation Board and PCC for North Yorkshire to Council and acknowledged that this was the first time in Council history that a PCC had attended Council.

PCC Mulligan thanked members for the invitation to Council and proceeded to provide a verbal presentation on the general principles relating to governance.

The presentation touched on the following areas:

- Accountability of chief constables to PCCs for the operational delivery of policing including the strategic policing requirement.
- Complexity of policing and therefore by definition the complexity of the governance of policing and the tension that this can cause between a chief and a PCC.
- Locality of threat, harm and risk.
- Trust of local communities and impact of policing activities on trust and confidence.
- Requirement for clear management structures and frameworks including direction and control.
- Communication between chiefs and PCCs.
- Role of transparency, openness, accountability and accessibility in defining governance.
- Need for proper business constructs.

CC Marshall thanked PCC Mulligan for presenting at Council and secondly acknowledged her assistance in enabling CC Jones to move to South Yorkshire to manage the force in the absence of a substantive chief.

A discussion ensued covering the following areas:

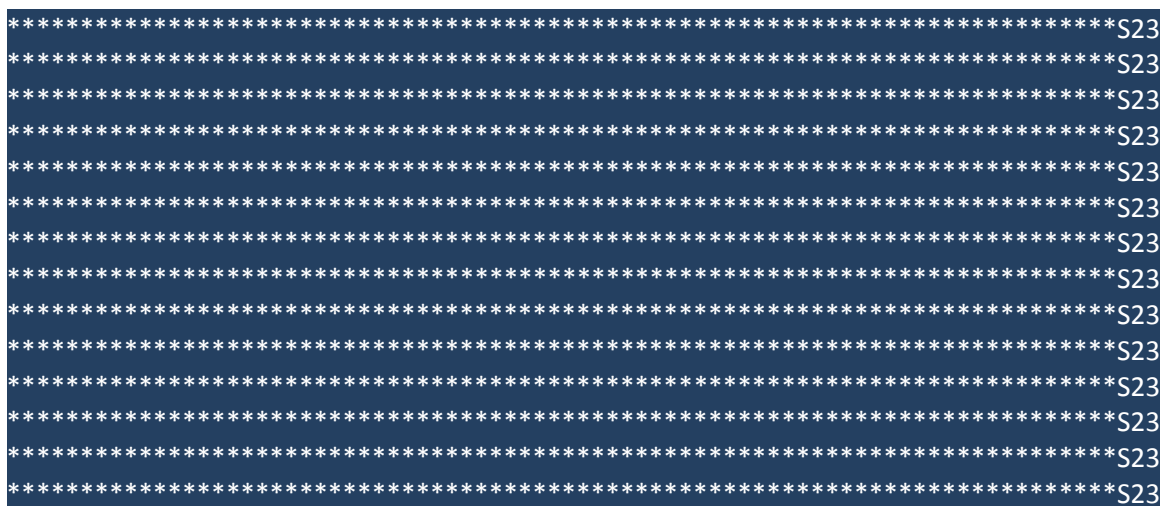
- The legal accountability form of governance and using governance as an opportunity to challenge on behalf of the public.

- The building of trust and communication both across and between chiefs and PCCs.
- PCCs are developing portfolios but would benefit from undertaking more joined up working and more proactive conversations locally with chiefs especially in relation to change programmes.
- Jacky Courtney, Assurance Manager for the Police Reform and Transformation Board was acknowledged and identified as a joint resource who will be looking to ensure that PCCs with national programmes are sufficiently briefed to enable them to perform their role effectively. Jacky will have a team behind her to enable this to be delivered.
- The role of chiefs locally as the principal policing advisor to the PCC.
- The role of a PCC in analysing and evaluating the assessment of risk and threat identified by a chief, to ensure that the risk assessment is correct in relation to meeting the needs of local communities.
- Survey by the Police Foundation.

Members thanked PCC Mulligan for her presentation and debate.

## 11 BUSINESS ENABLERS

### 11.1 Landscape Review



**Action:** The National Digital Evidential Service, Digital Intelligence and Investigation and Communications Capability Development Programme to be placed on the agenda at a future Council meeting.

**Action:** All chiefs to ensure that local digital leads are linking in with the national programmes.

- Consideration could be given to NDES, DII and CCD being placed under the same governance mechanism as the other digital programmes and report into the Police Reform and Transformation Board.

- The chair updated members on the current review and governance arrangements which include a bi-weekly conference call comprising of representatives from the NPCC, APCC, PCCs, the Police ICT Company and the Home Office. Discussions are taking place with PCCs Katy Bourne, Julia Mulligan and Vera Baird, as to how this work fits with the PRTB and whether the work should be positioned within the business enablers' strand of reform.
- A number of questions were asked about:
  - the blueprint and architecture plan and the risk of the programmes advancing to an unclear destination;
  - level of integration of NPCC programmes and Home Office programmes and who carries the risk of integration;
  - the various commercial strategies being developed by each individual programme of work.
- Members were informed that the NPCC and APCC are working on a blueprint, architecture plan and commercial strategy.
- The role of the newly re-organised Information Management and Operational Requirements Coordination Committee (IMORCC) was reiterated to members. The existence of IMORCC will enable chiefs to better understand the relationship between national policing and the technological programmes and equally help to build a more consistent approach to governance, standards and visibility.
- Dependency mapping is taking place bringing together the work of the National Police Technology council, the Police ICT Company, the Policing Technology Landscape Review and the digital programmes.
- The College of Policing informed members that they are working with the Home Office to identify a method to test this work with the end user.
- The National Law Enforcement Data Programme (NLED) has recently undergone a gateway review and the biggest issue was identified as user engagement. Further work will need to be undertaken in this area.

The Chair thanked Richard Thwaite for his presentation.

## OPEN SESSION

### 12 POLICING REFORM

The Chair welcomed Brandon Lewis, Minister for Policing and Fire Service to Council.

The Policing Minister thanked members for providing him with the opportunity to speak with them and declared how proud he is of the great work of the police service in keeping people safe. He updated chiefs on his visits to forces across the country and offered chiefs the opportunity to meet with him to share their views.

The Minister spoke about:

- Home Office commitment to police-led reform.
- The achievements of the police including a fall in crime during a period of a reduction in funding for the police.
- The changing profile of crime and the need for the police service to change to move forward, flex and deliver.
- The need for police to be modern and diverse to maintain public confidence and cut crime in a modern society. He encouraged forces and the fire service to progress further in this area.
- The Leadership Review as a foundation for opening up policing to people of different backgrounds. He confirmed that it is the role of local police leaders, the College of Policing and the National Police Chiefs' Council to drive improvements in terms of recruitment, retention and progression, including the ongoing expansion of direct entry.
- Safety and security remaining a top priority as we leave the European Union.
- The savings achieved through collaboration without sacrificing local accountability and identity. An example of the strategic alliance between Warwickshire and West Mercia Police was given.
- The Specialist Capabilities Review leading to a better understanding of what services need to be delivered, where and how. He confirmed that he is looking forward to seeing the response to the consultation at the end of October 2017.
- The Policing and Crime Bill as an enabler of collaborative working between blue light services.
- Use of technology to improve services; recognising the important work of the Digital Programme.
- The need for police and the criminal justice system to make best use of all available resources and international networks to deal with foreign national offenders.



- The Police Reform and Transformation Board's role in advising the Home Secretary on the distribution of funds through the Police Transformation Fund. Further funding announcements anticipated by the end of October 2017.
- The National Policing Vision 2025 was welcomed.

The following issues were raised and discussed:

- The need for collaborative working to go further than the Home Office family to Westminster and beyond was acknowledged, including ensuring that roles and responsibilities between police and health services are right when dealing with people with mental ill health.

**Action:** CC Marsh to write to the Minister on the development of a cross government policing strategy.

- The role of HMIC within policing as a self-transforming service.
- Police concerns about changes to pre-charge bail and implications for police, the criminal justice system and victims and witnesses.
- The growing concern about rising police assaults including the number of assaults requiring hospital treatment rising. There seems to be silence in public life around this issue and a lack of outrage that people are being assaulted who are trying to protect our communities from harm. The Minister iterated his abhorrence for this type of activity and identified it as an area that needs further discussion.

**Action:** The Policing Minister undertook to raise the issue of assaults on public servants and police officers publicly.

- Culture and empowering the workforce. The Minister highlighted the work of the College of Policing in professionalising policing and how important this work is in providing the police with accreditation so that when they are taking risks they are well assessed risks. The importance of a culture that learns from failure was also recognised including trialling new ways of working which may not always be successful.
- Clarification was sought as to how devolution will take place between policing and fire services. The Minister confirmed that devolution is going ahead at different paces across the country. He asserted the need to focus on outcomes and then allow the structure to follow. The Policing and Crime Bill will enable Police and Crime Commissioners to become Police, Fire and Crime Commissioners. This will not be mandated or enforced, but enabled.
- Safeguarding working with partner agencies including public protection, modern slavery and organised immigration crime. The Minister agreed to feedback to Sarah Newton, Under-Secretary of State responsible for this and meet with both CC Sawyer and Sarah to progress this work.
- The process for reviewing the funding formula is ongoing with police involvement from the start. All chiefs and PCCs have been given an opportunity to provide feedback to the Minister on the principles they think should be used to govern the process. The timescale for the process was not confirmed.

The Chair thanked the Minister for Policing and Fire Service for his openness and candour.

The Chair confirmed a change to the agenda and requested Brexit be discussed next.

## **WORKFORCE PART 2**

CC Marshall provided an overview of Paper seven.

The importance of the PEQF was referenced, including the change that it will make to the educational requirements for policing at every level.

The College will commence the review of all of the role profiles in policing from November 2016 with a completion date of 2017.

Designing and assessing competence has been changed to assessing and recognising competence.

Canterbury Christchurch University has been commissioned to develop a model to recognise and accredit the skills and experience that people already have.

Pilots for Advanced Practitioners will commence in a few months' time.

CC Habgood provided an overview of the specific implications upon chiefs as employers.

In the future, people will be assessed based on the contribution that they make. This is already in place in some areas.

Organisational design should be focused on directing the right decisions at the right level within an organisation based on skills and competence and not just based on the fact that it is a particular rank.

Partner arrangements need to be in place, particularly with higher educational establishments.

Reward will be based on the principles of competence, skills and contribution rather than time in service. This has been agreed with staff associations.

CC Marshall requested the commitment of members to work with the College on the implementation and timings of the PEQF.

Members were asked to note the briefing paper on PEQF and to contact CC Marshall if they required a more detailed briefing.

A discussion took place on the issues and impacts relating to the 30+ scheme.

**Action:** CC Habgood to liaise with Metropolitan Police HR and jointly issue a briefing on ways of retaining skills in a 30+ pension type scheme.

**Action:** CC Habgood to distribute a document to members from the Police Staff Council on Winsor proposals.

**Decision:** The Chair confirmed that members are happy with CC Habgood's negotiating stance on reward being based on the principles of competence, skills and contribution rather than time in service.

**Action:** All members to note, provide feedback and work with the College to develop the appropriate phasing and timescales for the PEQF.

**16. MODERN SLAVERY** [http://intranet.acpo.pnn.police.uk/council/2016/Agenda/April/Papers/22/Cybercrime Cover Paper.doc](http://intranet.acpo.pnn.police.uk/council/2016/Agenda/April/Papers/22/Cybercrime%20Cover%20Paper.doc)

CC Sawyer provided an overview of his papers.

He said that forces were demonstrating real progress in tackling modern slavery but that better data capture is needed.

Members were informed that HMIC will inspect forces in this area and they will look at force data, intelligence sharing, training and awareness, and partnerships.

Funding of £8 million pounds has been approved as a result of the PRTB bid.

CC Sawyer provided members with an overview of the structure of the team and the placement of resources.

CC Sawyer reminded Chiefs to ensure that officers and staff understand the impact of modern slavery and organised crime in their force area.

**Action:** Chiefs to invest in their ROCUs to build the data.

**Action:** Forces to respond to data requests from the **\*\*\*\*S23**

**Action:** CC Sawyer to further develop the plan in Appendix C to identify key stakeholder engagement activity.

**Action:** Modern slavery to be placed on the agenda for Council in January 2017.

Chiefs reiterated that this hidden crime must be addressed.

**NATIONAL STANDARDS FOR INCIDENT RECORDING (NSIR)**

CC Farrar provided some background to the paper, prior to providing members with an overview of the contents of the paper.

CC Farrar suggested that a small working group considers the methodology and proposals, which are then piloted in one or two forces and then return to Council with the results prior to a wider roll out.

CC Dyson recommended that forces be clear as to the type of data that is required and the business reasons for capturing that data.

The Chair directed members to section five of the paper.

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5.1. Chief officers are asked to agree the review to establish a new approach to incident recording. This will aim to provide a better reflection of demand, focussed on a standardised set of opening codes supported by a move to introduce range of incident classifications within Home Office Counting Rules. Support was given to assembling a group to look at a new approach.

5.2. If agreement is reached to review NSIR, chief officers are asked whether they wish to participate as an early adopter force. A suitable resource will need to be identified from the force to act as tactical lead. Supported with a change of wording from 'early adopter' to 'pilot' and an agreement to return to council for any further decision relating to implementation.

5.3. It is suggested that the contents of this paper are shared with your chief officer lead for crime recording and incident management and specifically the Force Crime Registrar and Force Incident Manager. Supported.

**Action:** Paper to be brought back to council in either January or April 2017.

The Chair agreed for an overview to be provided on inspections on Crime Data Integrity (CDI).

**Action:** Thames Valley Police to work with CC Farrar.

**Action:** CC Farrar and CC Finnigan to discuss inspections on CDI with Mike Cunningham.

**Action:** CC Thornton to discuss inspections on CDI with the Minister for Fire and Policing.

## 18. DELIVERY PLAN

The delivery plan was noted by members.

## 19. ANY OTHER BUSINESS

There were no items put forward.

## DATE OF NEXT MEETING

The next meeting will be held on 25-26 January 2017 at Police Federation HQ, Federation House, Highbury Drive, Leatherhead, Surrey, KT22 7UY

## FUTURE MEETING DATES IN 2017

*****S31
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## CLOSED SESSION

### 3. MATTERS ARISING

**Action item number 4.3.10:** CC Alex Marshall informed chiefs that the College of Policing and DAC Basu are waiting to see whether a new device will be issued by the Home Secretary prior to pursuing the probationer issue.

A model of operating has been designed aimed at Parliament treating MPs as employees providing security advice and making arrangements to ensure the security of MPs at home. The police will become involved when there is a particular issue.

A brief discussion took place as to whether the target audience for this work should be widened to include Councillors, Police and Crime Commissioners (PCCs) as well as MPs.

**Action:** Supt Tim Metcalfe to raise the issue of the safety of PCCs with the Association of Police and Crime Commissioners (APCC).

#### 3.3. Targeting on-line abuse update

A separate piece of work is being carried out to strengthen the collective view on investigations and ensure that the same standard of investigation is being undertaken regardless of the geographical location of an MP. The Parliamentary Liaison and Investigation Team (PLAIT) is co-ordinating this work to look across the country to ensure that joined up working is taking place.

**3.4 Progress with the Police Dependents' Trust update:** CC York provided an overview of a service which is currently being delivered to doctors and dentists, which enables them to self-refer for support in a number of areas including mental health and minor addictions. The Police Dependents' Trust will pay for chiefs and deputies to self-refer via the Trust to access this scheme in confidence. For any other rank the force will have to make a referral to the Trust demonstrating that they have exhausted all other methods of support available to the force. Leaflets were distributed to the attendees.

### 8. LOCAL POLICING

- Issues with 999. ACC Todd from Police Service Northern Ireland is leading the work in this area. In June 2016 there were 8,000 999 calls that took over five minutes to get to. It increased to 10,000 in July. In a typical day, 80,000 999 calls are received across all forces. The average aim is for all forces to pick up a 999 call within 10 seconds and the current average is 15 seconds. However, overall, the number of 999 calls went down last year by three percent.

**Action:** All chiefs to look at the 999 data for their force.

- \*\*\*\*\*S31

**Action:** CC Cole to update chiefs on progress.

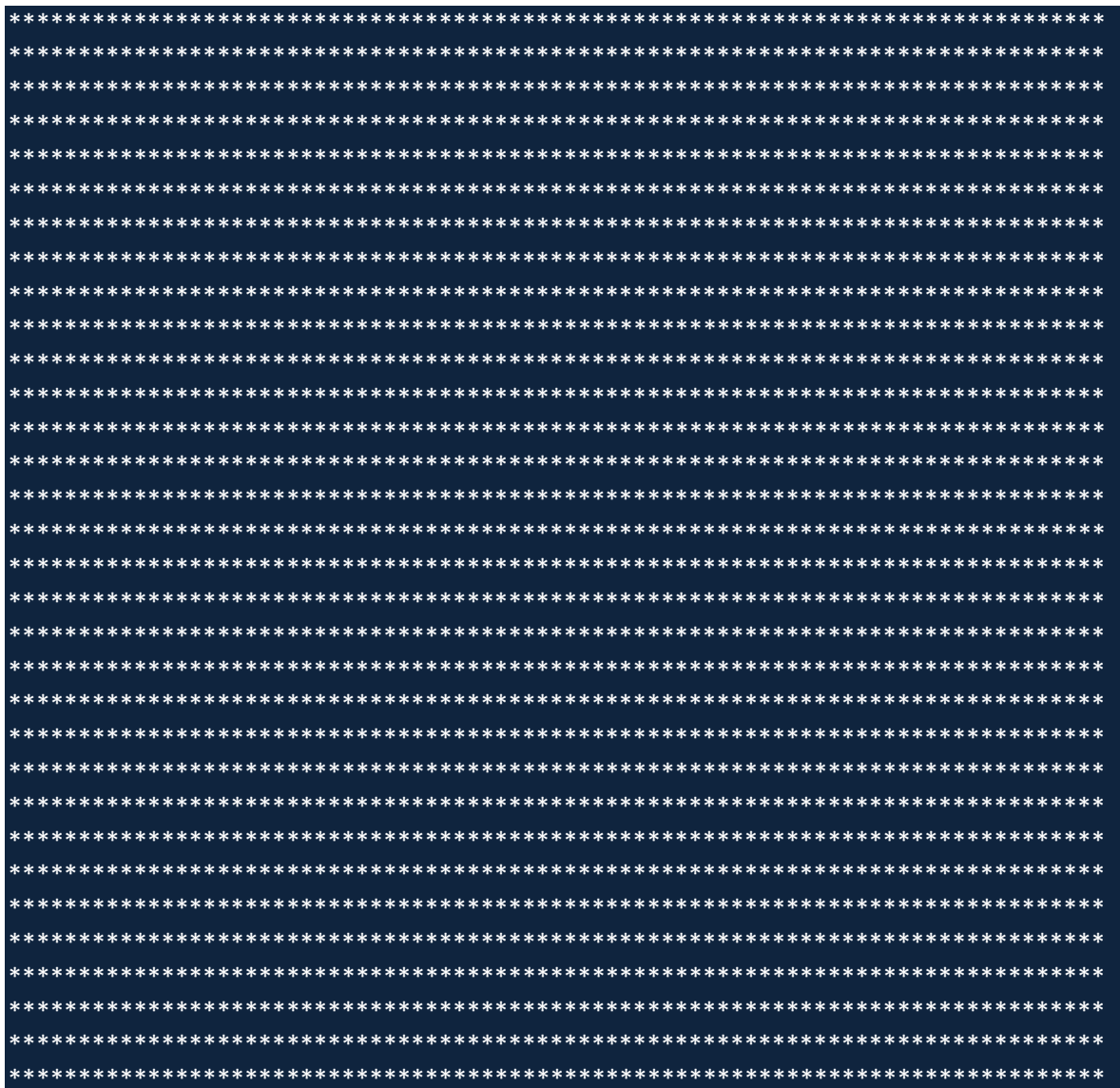
## 11. Emergency Services Mobile Communications Programme (ESMCP)

The Chair welcomed CC Habgood, Chair of the reference group, Stephen Webb, Senior Responsible Owner (SRO) from the Home Office, Gordon Shipley, Programme Director and DCC Richard Morris, representing the interests of national policing.

DCC Morris provided an overview of his presentation on ESMCP summarising the journey to date.

A discussion ensued covering the following areas:

- All functionality, coverage and interworking should be ready and tested by the programme with major operational trials commencing on 30 September 2017. These will take place over a two-month period.



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The Chair thanked all presenters for their input.

#### 17. BREXIT AND POLICNG (Item 17 on the agenda)

S31 & S43

The Chair confirmed a change to the agenda and requested that the CT Operational Update was provided next followed by the Demand, Risk and Resource (DRR3) Update.

#### 14. CT OPERATIONAL UPDATE

AC Rowley provided an overview of the changing nature and frequency of Islamist Extremist attacks, which are moving towards greater frequency but lower complexity. The AC confirmed that the threat level will remain at severe for a long time.

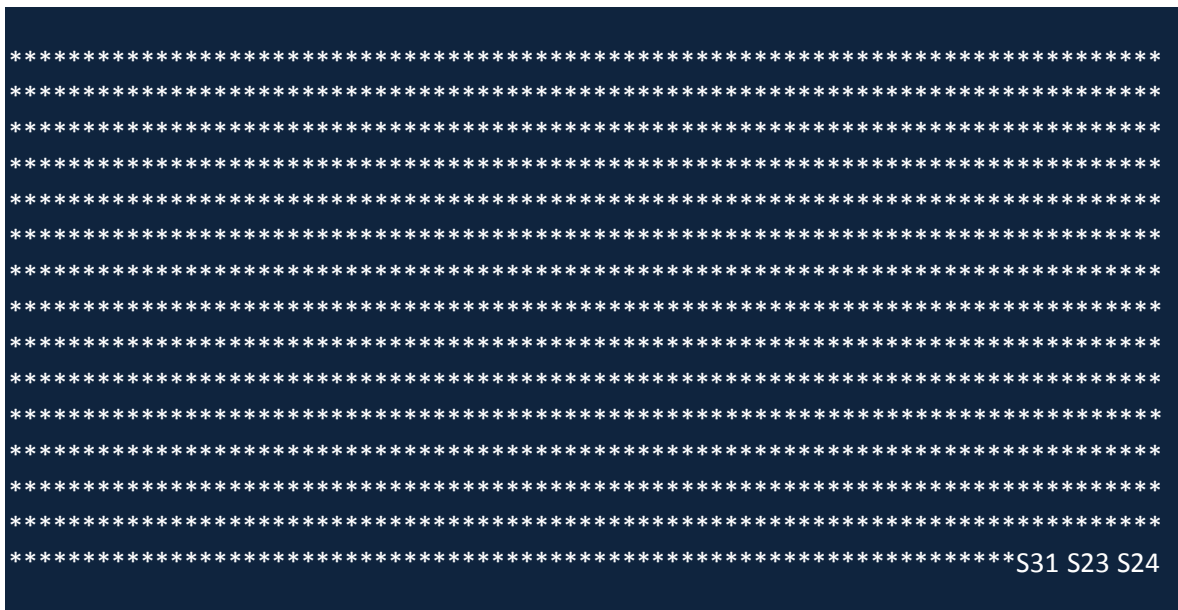
S24 & S23

The ambition could demonstrate itself in two ways: firstly, increasing activity over the internet to encourage people to revolt and secondly inciting activity through the networks that are deployed into northern Europe.

**Action:** Chiefs to familiarise themselves with the activity of their forces in the area of CT.

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**Action:** AC Rowley to send out a briefing to forces on how to approach their local CT inspection.

## 15. DEMAND, RISK AND RESOURCE (DRR3) UPDATE

AC Rowley provided an overview of the paper submitted to Council. DRR has been a three-year process reviewing the whole of the CT grant for the first time.

The Chair requested any comments on Item 15.1. This item was duly noted.

### 15.1 Special Branch Review

CC Habgood provided an overview of the paper and informed members that it is an opportune time for chiefs to get involved in their local Special Branch reviews.

The review is looking at the core functions relating to intelligence, dedicated resource units and field intelligence operations and they have used some of the data which was discussed during the Specialist Capabilities agenda item on day one. The Review is looking at how the functions suit the local operating requirements, drawing on best practice. It also looks at some of the national drivers, for example making the best use of Apollo. CC Habgood confirmed that any identified savings will be the responsibility of the individual forces to reinvest.

Some observations that have been drawn out as a result of the work that has been completed on the panels was highlighted. Some forces have Special Branches which are not reflective of the risk. Sometimes they are quite large and people are then taken out of the department to deal with major crime and other demands in the organisation. This raises the question as to whether it is right to overpopulate Special Branches and then pull people out all the time or to concentrate on the core requirements of a Special Branch. This decision sits firmly within the discretion of individual forces.

The review has found that there is a growing national operating model which is suggesting that Special Branches should be centrally managed but locally owned.

CC Thompson identified challenges with the rollout of the Apollo programme and asked members to bear with the programme whilst these issues are addressed.

**Action:** All Chiefs to brief PCCs on the Special Branch Review.

The Chair informed members that UCPI would follow next on the agenda.

### **13 UNDERCOVER POLICING INQUIRY**

CC Creedon acknowledged that liaison with the UCPI was increasingly challenging. There are emerging risks of officers being identified, for example, a previous undercover officer has written a book where he names operations and other undercover officers.

Andy Ward identified that generically there have been five Rule 9s that have been issued. The latest Rule 9 was concerned with Special Branches and does not fit naturally with the Inquiry.

Some forces have received a generic Rule 9 request concerning the responses that were sent in from the second Rule 9.

The disclosure and redaction process was described as being a long, detailed and difficult process.

**Action:** All chiefs to familiarise themselves with the contents of their statements.

The Undercover Working Group is working through the risk process on disclosure of undercover officers.

The National Public Order Intelligence Unit (NPOIU) and its ensuing 11 ½ million documents remain a key issue, which the Inquiry has not yet requested.

CC Creedon provided an overview of the paper, including the decisions requiring attention.

The expectation is that in time the Relativity system will be able to be used by individual forces or other agencies.

**Action:** AC King to ascertain the processes for procuring Relativity.

CC Thompson identified the importance of identifying the full cost of all of this work as the West Midlands, as well as supporting payment of the national team, will also have to develop a team locally to manage the work.

The Inquiry will publish their costs on a quarterly basis and it is the intention of the Met to do the same as this is money spent to fulfil the legal duty to support the public Inquiry.

CC Cole updated members on the work being undertaken by PCC Paddy Tipping to support the work of the Treasury and the Home Office on force spend. Chiefs have been providing the PCC with costed examples of time spent waiting for ambulances etc. The Inquiry costs also need to be included as one of the costed examples.

**Action:** Supt Tim Metcalfe to ensure the costs of the Inquiry are included within PCC Tipping's work.

**Action:** Andy Ward to ensure that the issue relating to FOI and the publication of expenses is considered as a group, whilst gaining an understanding of what activity the Met are undertaking in this area.

**Action:** CC Creedon to report back to Council in January 2017 on Operation Herne.

The importance of the retention of information for UCPI was reiterated to all members.

Chiefs were requested to agree and note the activities highlighted within section 5.1 a to i.

5.1 a: Agree the process to manage the redaction and disclosure of NPIOU material to the UCPI. Supported

5.1 b: Agree to delegate decision making responsibility in relation to the 1<sup>st</sup> stage redaction process to the NPCC UCPI Coordination and Legal Teams. Supported and to add to the wording of the recommendation "...to the Head of the NPCC UCPI Coordination...".

5.1 c: Note and endorse the formal request to MPS re procure the 'Relativity' IT system on behalf of all forces. Noted.

5.1 d: Note that costs for the 'Relativity' IT system will be met from within the National CT Policing budget. Noted.

5.1 e: Agree the recommended initial growth and funding of NPCC UCPI Coordination Team. Supported

5.1 f: Agree the funding for the expanded NPCC UCPI Coordination Team for a period of two years with the split to be based on the formula share basis. Supported.

5.1h:  
\*\*\*\*\*  
\*\*\*\*\*S31 S24 S23

5.1 i: Acknowledge that there may be further potential for growth of the NPCC UCPI Coordination Team in response to the development of this work and UCPI requirements. Any such growth will be addressed by the Gold Group and referred to Chiefs' Council for decision. Supported.

**END OF MEETING**



### Item 3: Action Log

Date of Council	Paper Title	Item Number	Action Description	Action by Date	Action Owner	Allocated To	Status	Progress	Date Closed	Supporting Evidence
13-Jul-16	Matters Arising	3.2	Invitation to be extended to Sir Tom Winsor to attend Council in October if his attendance is congruent with the October agenda.	26-Sep-16	CC Sara Thornton	Shelley Perera	Closed	The chair will extend an invitation to Sir Tom Winsor to attend a future Council meeting if his attendance is congruent with the agenda.	30-Dec-16	Notes taken from the October Council meeting minutes.
13-Jul-16	College of Policing Professional Committee Update	4.2.9	Revisit the current rules on whether PCSOs could be Councillors.	26-Sep-16	CC Alex Marshall	CC Alex Marshall	Closed	A verbal update was given at Council and CC Alex Marshall confirmed that it was the responsibility of chiefs locally to decide whether a role is politically restricted.	30-Dec-16	Notes taken from the October Council meeting minutes.
13-Jul-16	S23	4.3.7.9	***** S23	26-Sep-16	Lynne Owens	Lynne Owens	Closed	***** S23	03/01/2017	***** S23
13-Jul-16	S23	12	***** S23	26-Sep-16	CC Sara Thornton	Shelley Perera	Closed	***** S23	30/12/2016	***** S23
12-Oct-16	Matters Arising	3.1		20-Jan-17	CC Alex Marshall	CC Alex Marshall	Open	A verbal update will be provided at the January Council meeting.		
12-Oct-16	Targeting on-line abuse update	3.3	Supt Tim Metcalfe to raise the issue of safety of PCCs with the Association of Police and Crime Commissioners (APCC).	20-Jan-17	Supt Tim Metcalfe	Supt Tim Metcalfe	Closed	The Chief Executive of the Association of Police and Crime Commissioners (APCC) met with Commander Adrian Usher (MPS) before Christmas and they are currently surveying Police and Crime Commissioners on current arrangements.	17/01/2017	
12-Oct-16	Targeting on-line abuse update	3.3	Attention was drawn to the recently published Guidelines on Prosecuting cases involving Communications sent via Social Media by the Crown Prosecution Service (CPS). Richard Hampson to post the CPS guidelines on ChiefsNet.	20-Jan-17	Richard Hampson	Richard Hampson	Closed	A copy of the guidelines were circulated on the 30 December via ChiefsNet.	30/12/2016	
12-Oct-16	Funding Formula	4.1.1	CC Dave Thompson to provide chief constables with regular updates on the work of both the Senior Sector Group (SSG) and Technical Reference Group (TRG).	20-Jan-17	CC Dave Thompson	CC Dave Thompson	Closed	A paper has been submitted to the January Council meeting.	03/01/2017	
12-Oct-16	Honours	4.1.2	Letter received from the previous Home Secretary Theresa May stating that nominations for QPMs would benefit from greater reflection of the courage and operational contribution of all ranks. Chief Constables to consider quality nominations from all ranks.	20-Jan-17	All Chief Constables	All Chief Constables	Closed	New Year Honours 2018 request for nominations was circulated to all chief officers on 9 January.	09/01/2017	
12-Oct-16	College of Policing Professional Committee Update	4.2	Chiefs to encourage police officers and staff to sign up to the College of Policing's new membership website.	20-Jan-17	All Chief Constables	All Chief Constables	Closed	Further communication highlighting the benefits of joining was circulated on the 11 November to all chiefs to share internally.	30/12/2016	

12-Oct-16	Regional Papers	4.3	Regional Paper - Mounted Policing in Public Order - CC Alec Wood to respond directly to Wales and London on their comments and feedback.	20-Jan-17	CC Alec Wood	CC Alec Wood	Closed	Mounted policing does not form part of the SPR and the paper was designed to explore whether there were any other tactics which could be deployed by forces. The paper was not asked to review the levels of mounted capacity or to suggest these tactics should be used as a replacement and the paper notes this. The working group lead will contact both regions on this matter.	03/01/2017	
12-Oct-16	Regional Papers	4.3	Regional Paper - Performance Management Framework - CC Steve Finnigan to respond directly to the East Midlands and South East regions on their comments and feedback.	20-Jan-17	CC Steve Finnigan	CC Steve Finnigan	Closed	CC Steve Finnigan has sent responses to both the East Midlands and South East addressing their comments and feedback.	05/01/2017	See e-mail from CC Finnigan saved in Council folder.
12-Oct-16	Regional Papers	4.3	Regional Paper - Police and Fire Collaboration - CC Alec Wood to respond directly to the West Midlands and North East regions on their comments and feedback.	20-Jan-17	CC Alec Wood	CC Alec Wood	Closed	Portfolio lead DCC Andy Frost will liaise directly with the regions to discuss their suggestions to develop workstreams appropriately.	03/01/2017	
12-Oct-16	Regional Papers	4.3	Regional Paper - Professionalise and Accredite on a National basis the Civilian Investigators work - CC Mike Barton to respond directly to the East Midlands, South East and London regions on their comments and feedback.	20-Jan-17	CC Mike Barton	CC Mike Barton	Closed	The issues identified are being addressed by the NPCC Crime Operations Coordination Committee and the College. This will ensure the pilot and other innovations are tied into broader national developments. CC Mike Barton has written to all leads with a response on 5 January.	03/01/2017	
12-Oct-16	Regional Papers	4.3	Regional Paper - Strategic Policing Requirement - CC Peter Vaughan to bring a paper to Council providing in depth detail on the proposal.	20-Jan-17	CC Peter Vaughan	CC Peter Vaughan	Open	A paper will be presented at the April Council meeting.		See e-mail from CC Peter Vaughan 3.1.16 confirming NPoCC working on paper.
12-Oct-16	Regional Papers	4.3	Regional Paper - Membership and Voting - CC Mick Creedon requested that a reciprocity clause was included within the MoU with the Department of Work and Pensions. CC Mick Creedon to speak with Gary Pugh to ensure that the MoU includes reciprocity in the sharing of information with forces.	20-Jan-17	CC Mick Creedon	CC Mick Creedon	Open	A verbal update will be given at the January Council meeting.		
12-Oct-16	Police Reform	5	Members discussed the policing vision 2025 and police transformation fund bids. Supt Tim Metcalfe to provide a briefing note to chiefs to clarify why their bid was or was not supported.	20-Jan-17	Supt Tim Metcalfe	Supt Tim Metcalfe	Closed	A briefing note has been sent to each chief to clarify why their bid was successful or not. These updates were sent in October 2016 before the September PRTB board meeting.	17/01/2017	
12-Oct-16	Specialist Capabilities	6	The specialist capabilities phase one report iterated the importance of the Specialist Capabilities team linking in with members. All Chiefs to discuss the specialist capabilities papers with their respected Police and Crime Commissioners.	20-Jan-17	All Chief Constables	All Chief Constables	Closed	All chiefs have held meetings with their respective Police and Crime Commissioners (PCCs) to discuss specialist capabilities.	18/01/2017	
12-Oct-16	Specialist Capabilities	6	Chris Sims to provide chiefs with a number of examples to enable them to clearly explain the programme and next steps to PCCs.	20-Jan-17	Chris Sims	Chris Sims	Closed	Chris Sims has provided comprehensive updates to all PCCs at the APCC conference. Updates to all chiefs regarding the programme continues to be shared.	18/01/2017	
12-Oct-16	Specialist Capabilities	6	Recommendation three: to add to the wording of the recommendation to "extend its methodology to cyber, intelligence and proactive investigation against definitions to be agreed"	20-Jan-17	Chris Sims	Chris Sims	Closed	The wording has been added to the recommendation.	18/01/2017	
12-Oct-16	Specialist Capabilities	6	The Specialist Capabilities team to write the exact wording for recommendation three and send out to members for consultation and for the board to agree.	20-Jan-17	Chris Sims	Chris Sims	Closed	Exact wording for recommendation three was agreed at the Specialist Capabilities Programme Board on 9 December.	18/01/2017	
12-Oct-16	Specialist Capabilities	6	Chris Sims will work with the specific leads for the business area and undertake a round robin of members.	20-Jan-17	Chris Sims	Chris Sims	Open	Ongoing action being undertaken as part of the programme.		
12-Oct-16	Specialist Capabilities	6	Richard Hampson to publish a copy of the specialist capabilities video on ChiefsNet for all chief officers to access.	20-Jan-17	Richard Hampson	Richard Hampson	Closed	A link and copy of the video was published on ChiefsNet on 16 December.	30/12/2016	

12-Oct-16	Workforce Part 2	7	Closed Session - CC Francis Habgood to liaise with the Metropolitan Police HR team and jointly issue a briefing on ways of retaining skills in a 30+ pension type scheme.	20-Jan-17	CC Francis Habgood	CC Francis Habgood	Closed	An update was circulated week commencing 16 January by e-mail to all chiefs.	13/01/2017	
12-Oct-16	Workforce Part 2	7	Closed Session - CC Francis Habgood to distribute a document to members from the police staff council on winsor proposals.	20-Jan-17	CC Francis Habgood	CC Francis Habgood	Closed	The document has been circulated to all force HR Directors as part of a consultation exercise.	13/01/2017	
12-Oct-16	Workforce Part 2	7	Closed Session - All members to note, provide feedback and work with the College to develop the appropriate phasing and timescales for the PEQF.	20-Jan-17	CC Francis Habgood	CC Francis Habgood	Closed	A reference group consisting of 9 forces has been set up to consider implementation of the PEQF coordinated by the College. The first meeting will take place in early 2017.	13/01/2017	
12-Oct-16	Policing Education Qualifications Framework	7.1	CC Francis Habgood to work with chiefs to form a group of approximately six forces of different sizes, and maturity levels in terms of arrangements with higher education establishments to start considering the implications.	20-Jan-17	CC Francis Habgood	CC Francis Habgood	Closed	A reference group consisting of 9 forces has been set up to consider implementation of the PEQF coordinated by the College. The first meeting will take place in early 2017.	13/01/2017	
12-Oct-16	Local Policing	8	All chiefs to ensure that they are aware of the activities being undertaken by their force prevent team.	20-Jan-17	All Chief Constables	All Chief Constables	Closed	A number of chiefs have reported liaising with their force prevent teams and have been updated of all current and future activities taking place.	30/12/2016	
12-Oct-16	Local Policing	8	Within the next few weeks, the Reference Group will publish the first round of advice to forces on the use of restraint in the mental health environment. All chiefs to drive the adoption of this particular advice through their clinical commissioning groups and crisis care concordat groups because they are already set up to look at the best approach to crisis care management	20-Jan-17	All Chief Constables	All Chief Constables	Closed	All chiefs have spoken with their clinical commissioning groups.	18/01/2017	
12-Oct-16	Local Policing	8	All chiefs to inform Commander Jones of any issues that they are experiencing in relation to s.136.	20-Jan-17	Cmdr Christine Jones	All Chief Constables	Closed	The majority of forces have not reported any issues in relation to s.136.	18/01/2017	
12-Oct-16	Local Policing	8	All chiefs to ensure that a local escalation process is in place to inform Chief Executives of problems in their commissioning strategies and priorities that lead to health services being unable to deal with demand.	20-Jan-17	All Chief Constables	All Chief Constables	Closed	All chiefs are currently reviewing their own plans.	18/01/2017	
12-Oct-16	Local Policing	8	Forces to look locally at the implications of advice being given about restraint to see whether or not their local restraint and officer safety guidance is aligned.	20-Jan-17	All Chief Constables	All Chief Constables	Closed	The Self Defence & Arrest Working Group have written to all forces offering advice on restraint and aligning the guidance locally.	18/01/2017	
12-Oct-16	Local Policing	8	CC Simon Cole to look at how the Local Policing Coordination Committee could be re-organised to include categories such as elderly care homes, care homes for the young and Ofsted's role.	20-Jan-17	CC Simon Cole	CC Simon Cole	Open	A verbal update will be given at the January Council meeting.		
12-Oct-16	Local Policing	8	All chiefs to familiarise themselves with the child centred policing national action plan, taking into consideration the perspective of children and young people in their national and force roles.	20-Jan-17	All Chief Constables	All Chief Constables	Closed	A national event for child centred policing was held in January and material sent to all chiefs for consideration.	18/01/2017	
12-Oct-16	Local Policing	8	***** S31 S43	20-Jan-17	CC Simon Cole	CC Simon Cole	Closed	***** S31 S43	09/01/2017	***** S31 S43
12-Oct-16	Digital Policing	9	***** S23	20-Jan-17	CC Giles York	CC Giles York	Closed	***** S23	05/01/2017	***** S23

12-Oct-16	Business Enablers	11	***** S23	20-Jan-17	Lynne Owens	Lynne Owens	Closed	***** S23	03/01/2017	***** S23
12-Oct-16	Business Enablers	11	The National Digital Evidential Service, Digital Intelligence and Investigation and Communications Capability Development programme to be placed on the agenda at a future Council meeting.	20-Jan-17	Richard Thwaite	Richard Thwaite	Open	The Landscape Mapping Team will be arranging for all three initiatives to have a joint meeting to discuss what dependencies and overlaps might exist between them and then report back on the outcome at a future Council meeting.		
12-Oct-16	Business Enablers	11	All chiefs to ensure that local digital leads are linking in with the national programmes.	20-Jan-17	All Chief Constables	All Chief Constables	Closed	All forces will be invited to a series of regional roadshows covering the National Technology Programmes.	04/01/2017	
12-Oct-16	Business Enablers - ESMCP	11	Closed Session - Members requested an increase in communication and clarity from the programme to aid planning and delivery by forces.	20-Jan-17	DCC Richard Morris	DCC Richard Morris	Closed	Work is progressing with the programme to ensure the necessary clarity is provided. There is now a service ready date proposed of March/April 2018. There is now a monthly Police Silver Meeting comprising OCiP and regional police ESN leads.	03/01/2017	
12-Oct-16	Business Enablers - ESMCP	11	Closed Session - DCC Richard Morris to work with forces to look at the transition timeline and work out the minimum timeline for transitioning all forces across onto ESN.	20-Jan-17	DCC Richard Morris	DCC Richard Morris	Open	A new service ready date proposed of March/April 2018 has been agreed at the programme board in December 2016 and is subject to further discussion. A further update will be sent to all forces.		Update received on 31 December from DCC Richard Morris.
12-Oct-16	Business Enablers - ESMCP	11	Closed Session - Forces to start getting people in their control rooms ready for the transition to ESN including cultural change people training.	20-Jan-17	All Chief Constables	All Chief Constables	Closed	The programme is conducting a training needs analysis for all aspects of ESN. This will assist forces in identifying training requirements.	03/01/2017	
12-Oct-16	Business Enablers - ESMCP	11	Closed Session - The ESMCP Programme team will return to Council at a future date to discuss balancing the operational risk with the financial risk.	20-Jan-17	DCC Richard Morris	DCC Richard Morris	Closed	ESMCP is on the agenda for the January Council meeting.	03/01/2017	
13-Oct-16	Policing Reform	12	A request for help was made to assist with the exchanging of information internationally through the development of a cross government policing strategy. CC Andy Marsh to write to the Policing Minister on this development.	20-Jan-17	CC Andy Marsh	CC Andy Marsh	Closed	A request was sent to the Policing Minister on 19 October and a response was received on 22 November. The Policing Minister has agreed to liaise with CC Andy Marsh's office on providing assistance in this area.	12/01/2017	Both letters saved in NPCC Central office Council folder.
13-Oct-16	Undercover Policing Inquiry	13	Closed Session - All chiefs to familiarise themselves with the contents of their statements.	20-Jan-17	All Chief Constables	All Chief Constables	Closed	The need to do so has been recorded in the October Council minutes.	18/01/2017	
13-Oct-16	Undercover Policing Inquiry	13	Closed Session - AC Helen King to ascertain the process for procuring the system 'Relativity'.	20-Jan-17	AC Helen King	AC Helen King	Closed	There is ongoing work with procurement led by Andy Ward (NPCC) supported by the MPS, to procure additional capacity and systems to enable more widespread use of the system 'relativity'. CC Thornton and the NPCC UCPI Gold Group were briefed at their December meeting.	18/01/2017	
13-Oct-16	Undercover Policing Inquiry	13	Closed Session - Supt Tim Metcalfe to ensure the costs of the Inquiry are included within PCC Paddy Tipping's work.	20-Jan-17	Supt Tim Metcalfe	Supt Tim Metcalfe	Closed	Supt Tim Metcalfe has spoken with PCC Paddy Tipping and this work has progressed through to the Crime Operations Coordination Committee meeting of the 2 November to ensure costs are included.	17/01/2017	



13-Oct-16	Undercover Policing Inquiry	13	Closed Session - CC Mick Creedon to report back to Council in January 2017 on Operation Herne.	20-Jan-17	CC Mick Creedon	CC Mick Creedon	Closed	This will be covered in the paper being presented at the January Council meeting.	13/01/2017	
13-Oct-16	CT Operational Update	14	Closed Session - Chiefs to familiarise themselves with the activity of their forces in the area of Counter Terrorism.	20-Jan-17	All Chief Constables	All Chief Constables	Closed	A number of chiefs have reported liaising with their force Counter Terrorism teams and have been updated on current and future activities.	30/12/2016	
13-Oct-16	CT Operational Update	14	Closed Session - AC Mark Rowley to send out a briefing to forces on how to approach their local CT Inspection.	20-Jan-17	AC Mark Rowley	AC Mark Rowley	Closed	National Counter Terrorism Policing HQ (NCTPHQ) contacted all nineteen forces that had been identified as part of the inspection programme and provided advice on the scope of the inspection. NCTPHQ also created a network of SPOCs to ensure information relating to the inspection was shared.	30/12/2016	
13-Oct-16	DRR3 Update	15	Closed Session - Special Branch Review - All chiefs to brief their respective PCC on the Special Branch Review and a paper is to be submitted to the January 2017 Council meeting.	20-Jan-17	All Chief Constables	All Chief Constables	Closed	The majority of chiefs have briefed their PCC on the review and a further paper is being submitted to the January meeting.	30/12/2016	
13-Oct-16	Modern Slavery	16	All forces should review and respond to data requests from the National Crime Agency whilst investing in their ROCUs to build their data.	20-Jan-17	All Chief Constables	All Chief Constables	Closed	The programme has created three simultaneous data return processes for forces, including a data process for Regional Organised Crime Units (ROCUs). ROCUs have begun to pick up and are sending data returns.	18/01/2017	
13-Oct-16	Modern Slavery	16	CC Shaun Sawyer to further develop the plan in Appendix C to identify key stakeholder engagement activity.	20-Jan-17	CC Shaun Sawyer	CC Shaun Sawyer	Open	CC Shaun Sawyer has instigated a review of the governance arrangements of the National Modern Slavery Threat Group. A full review of the strategic action plan and stakeholder ownership is being progressed. A number of national workshops have been devised to ensure that the re-write of products encompass all key recommendations with clear lines of ownership. Completion of this task is estimated for February 2017.		
13-Oct-16	Modern Slavery	16	Modern slavery to be placed on the agenda for the January 2017 Council meeting	20-Jan-17	CC Shaun Sawyer	CC Shaun Sawyer	Open	Chiefs will be kept informed on a monthly basis and a further update paper will be presented at the April meeting of Council.		
13-Oct-16	National Standards for Incident Recording	17	A paper on National Standard Incident Recording (NSIR) is to be brought back to Council in either January or April 2017. Thames Valley Police to be included within the consultation process.	20-Jan-17	CC Jeff Farrar	CC Jeff Farrar	Open	CC Jeff Farrar has met with the Home Office and is in the process of establishing a small team to scope this work. A further update will be provided at the April Council meeting.		
13-Oct-16	National Standards for Incident Recording	17	CC Jeff Farrar and CC Steve Finnigan to discuss inspections on CDI with Mike Cunningham.	20-Jan-17	CC Jeff Farrar & CC Steve Finnigan	CC Jeff Farrar & CC Steve Finnigan	Closed	CC Steve Finnigan met with Mike Cunningham and CC Jeff Farrar wrote to him regarding the inspection process. The lead for CDI has now passed to HMI Matt Parr CB and a meeting has taken place with him to discuss the inspection process. A letter was sent to HMI Parr on 9 January providing some context and changes surrounding the inspection process.	13/01/2017	A copy of the letter is saved on ChiefsNet for all forces to access.
13-Oct-16	National Standards for Incident Recording	17	CC Thornton to discuss inspections on CDI with Minister for Fire and Policing.	20-Jan-17	CC Sara Thornton	CC Sara Thornton	Open	A meeting has been scheduled for 22 March to discuss inspections on CDI.		



# Chief Constables' Council

## NPCC 2016/17 Delivery Plan update – Q3

### 25 January 2017 / Agenda Item

Security classification:	Restricted
Disclosable under FOIA 2000:	No
Author:	Nicole Higgins – Strategic Planning
Force/organisation:	NPCC
Date created:	13 January 2017

#### 1. PURPOSE

- 1.1. The purpose of this paper is to present chief constables with an update of progress against the 2016/17 NPCC Delivery Plan objectives to the end of quarter 3. This document is designed as a summary of progress, risk and mitigation in relation to the Delivery Plan.
- 1.2. Chief constables are asked to note the contents of this report.

#### 2. BACKGROUND

- 2.1. The NPCC Delivery Plan was published at the start of 2016/17. It supports the *Policing Vision 2025*, reflects decisions made by Chief Constables' Council and is in accordance with the six stated functions of the NPCC<sup>1</sup>. The current Delivery Plan was agreed at Chief Constables' Council in April 2016.
- 2.2. The Delivery Plan is intended to complement national work undertaken by the College of Policing (the College), Association of Police and Crime Commissioners (APCC), Home Office, **S23** and the **S23** to ensure a coordinated national response to the challenges faced by police forces, **S23** to and wider law enforcement organisations.
- 2.3. The NPCC Delivery Plan is structured around the *Policing Vision 2025* "reform strands":

- Local Policing
- Specialist Capabilities
- Digital Policing
- Workforce
- Business Enablers

#### 3. LOCAL POLICING

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3.1. The *Policing Vision 2025* states:

***By 2025 local policing will be aligned, and where appropriate integrated, with other local public services to improve outcomes for citizens and protect the vulnerable.***

No.	Local Policing Objective	Status	Prog. RAG
1.1	Develop a joint enterprise approach with the College of Policing to improve the way the police service understands and manages demand	Implement / execute	Green
1.2	To demonstrate progress against the disability hate crime action plan and framework for implementation, specifically in relation to measuring outcomes as outlined within the framework for implementation.	On going	Green
1.3	Develop greater awareness of the impact of autism; dementia and other conditions that can make people vulnerable with a focus on improving access to police services and increasing the confidence to report hate crime.	On going	Green
1.4	To enhance engagement with Gypsies, Roma and Traveller communities by encouraging a common and consistent approach to unauthorised encampments across forces, increase representation within the workforce and build confidence with communities to report incidents of hate crime.	On going	Green
1.5	In line with the duty to collaborate detailed within the Policing and Crime Bill develop, with the fire service and police and crime commissioners, a consistent national framework and approach to enable closer collaboration between police and fire.	Develop	Green
1.6	Intervening early and in a joined up way to ensure that the right support can be provided at the right time to assist troubled families in tackling the issues they face. Prevent issues getting worse and to protect from harm whilst at the same time reducing demand on local agencies.	On going	Green
1.7	To reduce the criminalisation of Children in care. To explore options for engaging with young people in the digital space.	Implement	Amber
1.8	Support multi-agency neighbourhood projects; move towards a place-based approach with more multi-agency teams to tackle community issues that require early action. Resolve the issues of individuals who cause recurring problems and crime in the communities	On going	Green
1.9	Work with police and crime commissioners to establish a digitally accessible police service that ensures timely information and intelligence is available to operational staff.	Initiation	Amber
1.10	Support and develop local crime prevention engagement and delivery for fraud and economic crime utilising local force fraud and cyber profiles with a focus on vulnerable people.	Develop	Green
1.11	To coordinate the strategic approach to issues raised by the migration of people encompassing aspects of criminality, safeguarding vulnerable people, international resettlement and community cohesion.	Develop/ Implement	Amber
1.12	In conjunction with the College of Policing, develop professional practice, guidance and training around stop and search to support all forces to use the tactic in a fair and effective manner.	Implement / execute	Green

3.2. A number of objectives are in the final stages of implementation. The Demand Project is now preparing a final report and the Stop and Search APP has been published. Other objectives relate to ongoing work to address vulnerability and are being managed as business as usual. Initiatives in development include addressing vulnerability from fraud and issues raised by migration.

3.3. There is little reported risk to delivery other than the strategic and reputational risks associated with forces not complying with or adopting the new frameworks, models and codes. These are being addressed through the programme teams and communications with Chief Officers.

3.4. (Objective 1.1) The demand programme is due to report to Chief Constables' Council in April 2017. The final report has been completed and is with key stakeholders for consultation.

3.5. A number of objectives relating to issues of vulnerability in communities are ongoing:

(Objectives 1.2 and 1.3): Work to raise awareness of disability hate crime (specifically relating to neurological conditions such as autism) is ongoing with training and guidance being reviewed and accredited in this quarter. Crime recording practice is also under review.

(Objective 1.4) The Gypsy, Roma, Traveller (GRT) portfolio has, with the Hate Crime Portfolio, added a GRT page to the True Vision Hate Crime Reporting site and presented a proposal to change to an "18+1" ethnicity recording system to the Home Office Police Data Requirement Group. They are working to update the guidance on unlawful encampment.

(Objective 1.7) The Children and Young Persons portfolio is working on proposals for a National Concordat to prevent the offending and criminalisation of children in care.

(Objective 1.11) A strategic approach to issues raised by migration is being developed. The portfolio has raised issues through high-level forums, developed an aide memoire for front line staff and trigger plans for control rooms. They have made progress on processes to improve data consistency and intelligence and developed SLAs for information sharing. Links have been made to strategic migration partnerships and a national policing action plan has been developed.

(Objective 1.10) The Economic Crime working group has established local and regional prevention networks. National crime prevention campaigns are being developed and disseminated through this network and best practice and lessons learned shared. Workshops to help forces use local cyber threat profiles have been held. Work to help forces identify and support vulnerable people is ongoing.

3.6. Multi and cross-agency initiatives have been developed and piloted in local areas to create national frameworks to support local delivery.

(Objective 1.6) The National Troubled Families Conference was held in Cleveland in November and attended by Police and Local Authority leads. The group is working with DCLG to embed the Service Transformation Maturity Model (a toolkit that allows local areas to assess how they are performing in transforming their services) to support police and partner agency integration.

(Objective 1.8) Support for multi-agency neighbourhood projects. The place-based approach to antisocial behaviour and vulnerability continues. The focus is around addressing triggers for reoffending and also looks at reducing the effects of broader vulnerability, social and health issues.

(Objective 1.5) Fire Service Collaboration is progressing and the NPCC is working with CFOA and sharing information and experiences to assist Fire Service Reform. Five work streams are underway including committee structure and alignment, HQ support, joint procurement opportunities, mobilisation and crisis management (with NPoCC) and leadership and professional development (with the College).

3.7. The Stop and Search APP has been published (Objective 1.12). Forces are working towards implementation of revised training materials. There has been an overall national decrease unproductive searches. However, disproportionality is still being reported in some areas but this is a complex area requiring further analysis.

#### **4. SPECIALIST CAPABILITIES**

4.1. The Policing Vision 2025 states:

***By 2025, to better protect the public, we will enhance our response to new and complex threats, we will develop our network and the way we deliver specialist capabilities by reinforcing and connecting policing local, nationally and beyond.***

No.	Specialist Objective	Status	Prog. RAG
2.1	Undertake national capability reviews of specialist capabilities including: armed policing, major investigations, roads policing, surveillance, public order, cyber and economic crime.	On going	Green
2.2	***** ***** *****S23	Initiate	Green/ Amber
2.3	***** *****S23	Develop	Amber
2.4	***** *****S23	Implement	Green
2.5	Develop a regional approach to undercover deployments	Implement	Green
2.6	Update the National Policing Requirement	Implement / execute	Amber
2.7	***** *****S23	Implement	Amber
2.8	With Police and Crime Commissioners, consider different approaches to the governance of cross-force policing units.	On going	Green
2.9	To deliver the regional integration of counter-terrorism and organised crime prison units with a supporting governance and funding model.	Initiate	Amber/ Red
2.10	Develop a costed proposal for four national casualty bureau hubs.	Implement	Amber
2.11	Enhance the ability of the police to effectively respond to Marauding Terrorist Firearms Attacks (MTFA) by delivering increased capability and capacity focused on: The immediate deployment of armed officers capable of mitigating the threat and a resilient and rapidly available specialist firearms capability.	Implement	Amber
2.12	With the Home Office, develop a business case for a new operating model to increase the effectiveness and efficiency of the forensic service delivering a scalable and consistent response to policing needs.	Initiate	Green
2.13	Deliver the National Common Intelligence Application (NCIA) to a further three regions (North West, Wales, and South East).	Implement	Green/ Amber
2.14	Complete a priority-based budgeting review of the entire capability funded by the counter-terrorism grant.	Implement	Amber
2.15	Implement the agreed recommendations of the Review of Special Branch Functions in England and Wales.	Implement	Green/ Amber
2.16	Deliver digital connectivity across the CT network and with partners, allowing for more efficient, effective and collaborative working.	On going	Red

4.2. There have been several changes in the governance structures of some national programmes which are now becoming more established and effectively resourced. Whilst much of the integration between agencies and across regions is progressing, there remain issues relating to the provision of resources to meet target timescales. Programme interdependencies and data availability are presenting risks to some programmes. The programmes are working to mitigate these risks.

4.3. The National Specialist Capabilities Programme reached a decision point in October 2016. (Objective 2.1) Key network recommendations and proposals across each of the capability areas were presented to Chief Constables' Council and the APCC General Meeting in October 2016. Recommendations pertaining to leadership, data and mutual mind-set were accepted. Chief constables and PCCs have given support for the development of the thirteen capability proposals across the five capability areas.

4.4. As part of the programme, work being led by PCC Paddy Tipping relating to governance is also progressing. The Police Foundation has delivered its commissioned report which was published in Autumn 2016. Chief Constables and PCCs are currently considering this. The governance sub group will consider the report and, following consultation, will make further recommendations by February 2017.

4.5. The Specialist Capabilities Board supports the Counter-Terrorism - Organised Crime (CT-OC) programme.

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(Objective 2.9) The project for the regional integration of the CT/OC prison units in transitioning from under the governance of Apollo to the Demand, Risk & Resource (DRR) Programme. It is still experiencing by high vacancy levels. A national strategy was developed in Nov. 16.

4.6. Further work on development of regional units is being conducted within the Crime Operations Portfolio and Counter Terrorism Portfolios:

(Objective 2.14) Ongoing consultancy support for the DRR programme has been secured through the NCTPHQ's Interim Resource Model (IRM) contract. DRR (1 & 2) continues to face under delivery of growth in some areas due to CT Network vacancy and recruitment pressures.

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(Objective 2.5) All ROCUs now have regional structures for oversight of Undercover Policing activity. The final units to complete the process in NW, SW, Wales and NE have all implemented structures.

(Objective 2.10) A paper has been submitted into January's Chief Constables' Council providing the updated position on a four hub model for Casualty Bureaus.

(Objective 2.11) London has achieved approximately 30% of the target new ARV officers and has officers currently in training and recruits awaiting training to meet this numerical target. Outside London six of the eight Forces will, based on current projection, achieve their uplift by the target date. The CTSFO uplift is behind schedule in numerical terms due to training issues - the MPS can no longer deliver the training due to their own uplift and Scotland now needs to be included.

(Objective 2.12) A principles and benefits case for the creation of a Joint Forensic and Biometric Service (JFBS) was submitted to Chiefs Council in July 16. This work has now been renamed 'Transforming Forensics' and is overseen by the Specialist capabilities Board.

(Objective 2.15) The Special Branch (SB) review has captured the current picture of services delivered in each SB (activity, people and costs) and also gained agreement on models for future collaboration in every CT region. These agreements focus on the delivery of four nationally agreed SB services. All regions are moving towards locally delivered, regionally tasked operations.

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(Objective 2.13) The North West, Wales and the South East have migrated to the National Common Intelligence Application (NCIA). Rollout preparations have begun for all regions and will continue for each region and their constituent forces until it is their turn to migrate onto NCIA. Preparation work is now underway to deliver the NCIA to London through the establishment of a sub-programme under the governance of the national Apollo Programme.

(Objective 2.16) The National Digital Exploitation Service (NDES) Programme has aligned its governance to the Apollo Programme. The IPA's 'health check' report made 14 recommendations, an action plan has been developed and work to progress the recommendations is underway with support from the Cabinet Office.

## 5. DIGITAL POLICING

5.1. The *Policing Vision 2025* states:

***By 2025 digital policing will make it easier and more consistent for the public to make digital contact, improve our use of digital intelligence and evidence and ensure we can transfer all material in a digital format to the criminal digital system.***

No.	Digital Policing Objective	Status	Prog. RAG
3.1	All forces to use the evaluated risk assessment model and mitigation to ensure consistency in tackling CSE	Implement/Execute	Green
3.2	Develop and embed a national PURSUE response to mitigate the threat posed by on-line child sexual exploitation (OCSE)	Implement/Execute	Green
3.3	With police and crime commissioners, develop the police capability in the skills and technology required to respond to the full range of digital crime types.	Design	Amber
3.4	Address the increasing volume of digital evidence by working with police and crime commissioners to establish a seamless information interface between policing and the criminal justice system common platform.	Initiation	Amber
3.5	Roll out Body Worn Video in overt armed policing deployments across all Home Office police forces in England and Wales	Implement/Execute	Green

5.2. The Digital Policing Reform Strand is now established with its own Digital Policing Board. A Portfolio Management Office (PMO) is supporting the three programmes (Digital Public Contact, Digital Investigation and Intelligence and Digital First) and monitoring and mitigating risk. There are risks associated with the 'in year' funding rules of the Police Transformation Fund and the impact this has on securing the continuity of suppliers. There are also operational issues in the ability to recruit staff into the programme flexibly and at speed.

5.3. The remaining three digital objectives relating to the risk assessment model for CSE, the Pursue response to OCSE and the roll out of body worn video are in their final stages and not reporting any escalated risk.

5.4. (Objective 3.4) The Digital First Programme seeks to address the increasing volume of digital evidence to establish a seamless information interface between policing and the criminal justice system common platform. Programme work streams are progressing and are largely on target.

Key Achievements:

- Digital First elements of Digital Policing Portfolio business case approved by the Steering Group.
- EDAMM API (multimedia sharing interface between police and CJS Common Platform) has been reviewed and re-drafted after consultation with forces with a view to baselining the



interface specification by 16/12/16 and determining next steps around development and pilots.

- The proposal for an accelerated Digital Evidence Transfer Service (DETS) was submitted to Chief Constables' Council by the NPCC Digital Policing Portfolio in October and received support at the meeting, as well as at the Police Reform and Transformation Board in November.
- Senior Judiciary support for work of programme has been secured.

Key Concerns:

- The proposal for CJS Common Platform Programme (CPP) to absorb the crime elements of HMCTS Reform into their programme scope may result in an acceleration of elements of Criminal Justice reform. This could potentially result in new requirements on policing or an accelerated requirement, potentially implemented through new legislation, putting a cost burden on policing which cannot be met by forces alone. Liaison is ongoing with CPP, HMCTS Reform, Ministry of Justice and the Home Office to understand the impact of the proposals on policing, their achievability in the current and future landscape, and influence decision making.
- Resourcing remains a pressure for the programme, exacerbated by the loss of key members of staff.
- Timescales for decision making in respect of funding may impact on the ability of the programme to secure resource continuity.
- If the DETS work stream is to proceed and be delivered within the proposed timeframe funding needs to be made available early 2017. The work to write the DETS business case will require the de-prioritisation of other programme work-streams.

- 5.5. (Objective 3.3) The Digital Intelligence and Investigation (DII) programme has four work streams. It aims to bring more knowledge of digital investigations and intelligence to frontline roles and more digital capability to every investigation.

The overall programme strategy has been developed, and the milestones, dependencies and stakeholders have been mapped and shared with the Digital Policing PMO to ensure alignment across the digital reform strand programmes. This information has been developed to support the wider Digital Policing business case, to be submitted to the PRTB in January

The programme RAG is amber due to the resourcing constraints in DII. The programme has now been structured for the business case to move forward in a coherent and controllable manner; and IDEPP (Independent Digital Ethics Panel for Policing) and CDRIC (Centre for Digital Research and Industrial Collaboration) are key to this.

- 5.6. In addition there are other programmes underway that examine other digital solutions:

(Objective 3.2) The OCSE Pursue board is fully embedded and runs quarterly. Management Information data is now consistently fed in from every force to inform the meeting as well as regional tasking and strategic governance meetings with regional analysts and coordinators.

(Objective 3.1) Regional coordinators and analysts are embedded across England and Wales and are working with forces to deliver national action plan and recommendations from CSE problem profiles.

(Objective 3.5) The roll out of Body Worn Video (BWV) in overt operations is in progress. At the Armed Policing Working Group on 22 September, regional representatives were tasked to report against progress on the roll out of overt BWV. Verbal updates were positive with forces at various stages of roll out.

## 6. WORKFORCE

6.1. The *Policing Vision 2025* proposes:

***By 2025 policing will be a profession with a more representative workforce that will align the right skills, powers and experience to meet challenging requirements.***

6.2. Working with the College of Policing, PCCs, Home Office and other stakeholders (including academic partners) there are programmes to address future workforce, leadership, wellbeing, diversity and the Code of Ethics.

No.	Objective	Status	Prog. RAG
4.1	Working with the College of Policing, police and crime commissioners and other stakeholders, consider what the police service will need to do differently to develop a workforce for the future structured around four work streams: Attract, Develop, Reward and Exit/Re-Entry.	Initiate	Green
4.2	Develop detailed proposals for a new rank and grade structure for policing based on 5 levels.	Develop	Green
4.3	Further embed the Code of Ethics and enable greater cultural change by introducing a national ethics committee. <ul style="list-style-type: none"><li>Working with the College of Policing to develop IT solutions to share good practice and enhance professional development.</li><li>Working with the HMIC to develop assessment criteria in respect to the Code of Ethics</li><li>Creating a National Independent Ethics Committee</li><li>Developing the NPCC portfolio structure to support forces</li></ul>	Implement	Green
4.4	Support workforce wellbeing by overseeing the implementation of the workforce wellbeing charter.	Implement	Green
4.5	Misconduct Regulations - work with the College of Policing and Home Office to develop new misconduct regulations for the police service.	Develop	Green
4.6	Develop a workforce diversity plan structured around the four work streams: attract, develop, reward and exit/re-entry.	Design	Green
4.7	Support the College of Policing in the implementation of continuous professional development.	Design	Green

6.3. Many of the Workforce objectives are in early stages. However, progress towards implementation has been made in embedding the Code of Ethics and with the workforce wellbeing charter. The misconduct regulations work is dependent on the progression of the Police and Crime Bill through Parliament. Risks and issues have been identified relating to achieving the support of forces and potential cultural barriers. Programmes to engage with officers and staff to communicate key messages and address misconceptions are planned.

6.4. (Objective 4.1) The Workforce Futures Programme Board structure has recently changed. The MPS specific Workforce Futures Change Programme (meeting monthly) has separated from the National Board, which will meet bi-monthly. The first national board will meet on 25 January 2017 and will have broader membership and representation from forces involved in the key projects like Advanced Practitioner and Business Secondments.

6.5. (Objective 4.2) A workshop for DCCs was held at Ryton on 12 December and was attended by just under half of all forces. The workshop covered the previous work on the rank review, toolkits to support organisational reviews and information about broader workforce reform. The College of

Policing continues to use the five levels as the framework for reform, an example being the Police Educational Qualifications Framework. The submission to the Police Remuneration Review Body also references the five levels work as a basis for a new reward structure.

- 6.6. (Objective 4.3) The initial meeting for regional leads for ethics and the College of Policing took place in October. This group has been established to coordinate work and ideas nationally. This was centred on sharing good practice and identifying differing approaches to embedding the Code of Ethics. Work is ongoing through the College of Policing to create an independent National Ethics Committee to consider national issues and support the national structure. Further work with the College to set up and promote the appropriate POLKA communities is planned.
- 6.7. (Objective 4.4). Chief Constables' Council agreed to sign up to the Workplace Wellbeing Charter (WWC). It is an evidence-based self-assessment tool recommend by Public Health England (PHE) and provided through the Health at Work Centre. To provide for the unique needs police officers and staff, The Blue Light Framework (a police-specific self-assessment tool) has been developed with PHE, academics and staff networks. It is being discussed at Professional Committee in January after which it will be submitted for information to Council.
- 6.8. (Objective 4.5) The Policing and Crime Bill is progressing towards Royal Assent in January 2017 and contains provisions which will lead to a revision to police conduct regulations by mid-2017. The main Bill provisions in respect of police conduct include (amongst other things) extending the police disciplinary system to officers who retire whilst under investigation and the creation of two statutory-approved lists (a barred list and an advisory list) both of which will be held by the College. A practitioner working group to prepare for regulatory change has already been established with representatives from Professional Standards Departments.
- 6.9. (Objective 4.6) The issue of workforce diversity is being jointly commissioned between the Workforce and EDHR Coordination Committees. CC Ian Hopkins has been appointed as the NPCC Workforce Representation Lead supported by ACC Malik. A paper commissioned by the Workforce Coordination Committee will be tabled at January Chief Constables Council and in early 2017 CC Hopkins will be meeting with various stakeholders to develop the supporting work-streams to take this portfolio forward.
- 6.10. (Objective 4.7) An event for the Chief Officer Professional Development Champions was held at Ryton on 25 November 2016 looking at the work that forces have undertaken to date to start to embed CPD and to discuss the available opportunities, resources and resilience for forces to progress this work. CC York has written to the Chair of all Regional Chiefs meetings and has asked them to each nominate one of the Chief Officer Professional Development Champions from their region to attend future Professional Community Leadership Groups.

## **7. BUSINESS ENABLERS**

- 7.1. The *Policing Vision 2025* states:

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***By 2025 police business support functions will be delivered in a more consistent manner to deliver efficiency and enhance interoperability across the police service.***

No.	Objective	Status	Prog. RAG
5.1	Establish effective governance arrangements based on a 'lead force' model to ensure the Emergency Services Network, is properly tested and fit for purpose, and that the service is effectively positioned to begin mobilisation for transition.	Implement	Green
5.2	Establish a technical decision making model and agreed common standards for all ICT investment propositions at national and local levels	Develop/Implement	Amber
5.3	Develop a standard case file assessment and measure for testing and national rollout.	Implement / Execute	Amber
5.4	All forces to be using the government security classification by March 2017.	Implement / Execute	Green
5.5	Forces fully engage with, and support, the Collaborative Law Enforcement Procurement (CLEP) Programme	Implement	Green
5.7	Develop a direction for the service on shared services and facilities		
5.6	With Association of Police and Crime Commissioners and the Police and Crime Commissioners Treasurers' Society, to actively assist the Home Office to ensure the robustness of the process for determining the police funding formula and assess its impact.	Develop	Green
5.8	Support the Home Office landscape review to ensure a common, joined-up approach to the National Law Enforcement Technology programmes (Emergency Services Mobile Communications Programme, National Law Enforcement Data Programme, Home Office Biometric Programme, Digital Public Contact, Digital Investigation and Intelligence and Digital First).	Implement / Execute	Green
5.9	Pre charge bail.	Develop	Amber

7.2. There has been considerable progress in this strand:

- The CJCC has delivered the single file quality assessment which will start reporting to the CJB in April 2017
- The Strategic Operational Requirements Board has merged with the Information Management Coordination Committee to form the Information Management and Operation Requirements Coordination Committee (IMORCC) which will assist with the common standards for ICT investment
- All forces will be compliant with the government security classification by March 17
- The ESMCP has delivered against the objective to establish a governance model
- The Home Office Landscape review is moving into a second phase looking at a larger portfolio of systems

7.3. There are still a number of strategic and operational amber risks associated the complexity and cluttered nature of the ICT landscape as well as the issue of forces being compliant with technical decision models and standards. These are in part being mitigated by the creation of the IMORCC and the information coming from the Home Office Landscape review. The risks will remain amber until the IMORCC is fully established and resources available to deliver the objectives.

7.4. (Objective 5.1) The Emergency Services Network governance arrangements based on a 'lead force' model is in place and will ensure the Emergency Services Network is properly tested and fit for purpose. ESMCP continues as a programme, with police interaction overseen by the established governance structures.

- 7.5. (Objective 5.2) IMORCC has been established and will oversee the work of the National Police Technology Council, the Operational Requirements Board, and the Police Information and Assurance Board, and will be the key police operational conduit into the Police ICT Company and wider stakeholders. Products supporting IMORCC (and its predecessor bodies) include the work on standards led by the National Police Technology Council and the 'Technology Decision-Making Model'.
- 7.6. (Objective 5.8) Phase 1 of the Home Office Landscape review - the landscape mapping work - has now completed and findings and recommendations were presented at the Chief Constables' Council in October 2016. The next phase has been agreed with the scope of the work being increased to include additional Home Office and Policing programmes (CCD, NDES/Mercury, NAS, CAID and \*\*\*\*\*S23) as well as the Programme Enablers IT initiatives (Productivity, Identity Access Management and SOC) and the CJS Common Platform. The landscape mapping work will focus on reporting, communicating and convening across the portfolio.
- 7.7. (Objective 5.5) The standard case file assessment and measures has been developed. All forces are now live and operating the File Quality Assurance (FQA) process. Volumes and completion of the FQA by the CPS continues to be low in some areas. A meeting was held in December with the CPS to plan for the preparation of the first set of quarterly data.
- 7.8. The Finance Coordination Committee are working on programmes relating to national procurement, shared services and the funding formula review:
- (Objective 5.5 and 5.7) The Collaborative Law Enforcement Procurement (CLEP) Programme originally identified potential annual savings of up to £137m (revenue and capital). Forces last year (2015/16) collectively saved £90m. Spend analysis for 2015/16 is available to forces and PCCs. A revised strategy is being developed that will highlight areas where savings are available. These will be used to re-engage with forces and aid in the delivery of the potential benefits.
  - (Objective 5.6) In September 2016 The Policing Minister announced his intention to undertake a review of the funding formula for the distribution of the main policing grant. To this point the NPCC have kept a watching brief on developments. It now needs to decide how it can best enable force varying (and often divergent) views to be represented. A key issue is to ensure any transition arrangements are clear and outlined at the start of the consultation process rather than at the end.

## 8. SUMMARY

- 8.1. Overall the progress against the Delivery Plan objectives is good. The risk to delivery is low with 33 out of the 49 objectives reporting little or no risk (green). The 14 objectives reporting amber risks have new structures or processes in place now to mitigate the risk and the majority should report an overall programme risk of green in the next return.
- 8.2. Concerns relating to the delivery of the objectives remain the issues around resourcing, including the availability of specialist skills to carry out key functions or to ability to provide training. Concerns also exist regarding ongoing funding for elements of the reform work. Previous returns have indicated high levels of risk in interdependencies between programmes and the cluttered landscape in which they are operating. Whilst this risk remains it has been reduced and will be further mitigated by work on landscape mapping and the establishment of the IMORCC.
- 8.3. A number of objectives are now delivered (nine) and operating as business as usual. A further 15 are at the implementation phase and will deliver by the end of the year. Eight objectives (mainly in the Local Policing strand) relate to ongoing business and seek continuous improvements in the knowledge

of officers, services to the public and work with other agencies. They are reporting good progress but are highlighting risk around uptake of recommendations and frameworks by forces. The remaining 17 objectives are in the early stages (initiate or develop) however they are all progressing to plan and are not reporting significant risk at this time.

## **9. DECISION**

9.1. Chief Constables are asked to note the contents of this report.

**Chief Constable Sara Thornton**

**Chair NPCC**

# Chief Constables' Council

## Update on the College of Policing November 2016 Professional Committee

25 January 2017 /Agenda item

Security classification:	Official
Disclosable under FOIA 2000:	Yes
Author:	Harbinder Dhaliwal
Force/organisation:	College of Policing
Date created:	4 <sup>th</sup> January 2017
Coordination Committee:	
Portfolio:	
Attachments @ paragraph:	3.8

### 1. INTRODUCTION/PURPOSE

- 1.1 This paper provides a summary of discussions and decisions made at the last Professional Committee meeting held on 2<sup>nd</sup> November 2016 and provides an overview of current College activity.

### 2. SUMMARY OF COLLEGE OF POLICING NOVEMBER 2016 PROFESSIONAL COMMITTEE MEETING

#### Update on Ministerial Priorities (David Lamberti)

- 2.1 David Lamberti highlighted the government's commitment to continue with the police reform agenda; promote workforce flexibility and collaboration and improve accountability through proposed changes to the IPCC. There will also be an emphasis on localism and local public service integration. Ministers saw the role of the College in supporting the professional development of the workforce and in helping to build police capabilities to deal with modern crime as pivotal.
- 2.2 Members emphasised the importance of officer safety remaining a key area of focus. The extension of the IPCC powers to investigate misconduct to improve public confidence in policing was recognised, however, it was felt that the IPCC needed to build their investigative capability to undertake this role effectively. Members also discussed the need for clarity on the proposed infrastructure changes and collaboration between the police and fire service.

#### Specialist Capabilities (Chris Sims)

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- 2.3 Members received an update on the Specialist Capabilities Review being supported through the Police Transformation Fund. The review is focused on ways of building police capability initially, in five key areas: roads policing; armed policing; TSU; surveillance and major investigations. It's proposed that in future these specialist capabilities are delivered through a 'networked policing' model based on greater sharing of resources across forces through bi/tri-laterals, regional or other arrangements. It is suggested that national capability leads could provide leadership across each specialist capability. To progress this, work will be undertaken to look at ways in which shared capabilities can be best managed and resourced and a more collective operational response can be fostered.
- 2.4 It was suggested that clear national standards and the introduction of a 'licence to practise' across some high-risk areas could help to support and provide further confidence to forces to share resources across specialist capability areas. Members were broadly supportive of the proposed approach, however the importance of having robust accountability arrangements in place was emphasised.

#### **Workforce Futures (Giles York & Clare Davies)**

- 2.5 The Committee was given an overview of national workforce structures aimed at supporting development of current and future workforce. The workforce futures programme focuses on assisting forces to attract, develop and reward those working in policing, as well as supporting individuals wishing to exit and re-enter the profession.
- 2.6 The fit across different programmes and delivery arrangements was explained. During discussion members emphasised the importance of providing a coherent national offer and the need for wider communication to clarify available opportunities. Members also highlighted the need to address cultural barriers to exit and re-entry, the need to support workforce well-being and recognise the role of Specials.

#### **Police Education Qualification Framework (Sam Peach)**

- 2.7 Members were provided with an update on the PEQF and amendments made following decisions made by the College Board and previous Committee feedback. It had been agreed by the Board that further modelling and consultation with Chiefs and Police and Crime Commissioners to determine a reasonable cost and timeframe for implementation will be undertaken (see 3.12). Discussions took place on the proposed 2020 implementation date and the effect of the apprenticeship levy in Welsh forces, as well as the effect on Special Constables.

#### **Developing Role Profiles for Policing (Sam Peach)**

- 2.8 The Committee was updated on the College's work to create new role profiles for policing based on clear professional standards (replacing current national occupational standards). Work has been funded by a grant from the Police Transformation Fund and is due to be completed by summer 2017. Members agreed that ranks and specialist roles should be prioritised for initial focus (see 3.13).

#### **Competency & Values Framework (CVF) (Louise Meade)**

- 2.9 Members formally endorsed the CVF so that it can be shared to forces and used in all national selection processes from the next design cycle. The Committee supported the suggestion for forces to adopt the new framework by the end of the financial year 2017/18. It was agreed that the associated FAQs could be clearer, that the College agreed to do.

#### **Licence to Practise (Alex Marshall)**

- 2.10 Members were updated on the College's proposals to develop a licence to practise in high risk areas of policing such as public protection. The College will require additional powers to allow it to establish and maintain registers of professionals deployed within these areas. Individual practitioners will need to



demonstrate they have met the specified standards and wider professional development requirements set by the College. Establishing national minimum standards will promote consistency of practice across high risk areas and support forces to assess competency in the operational environment. A successful Police Transformation Fund bid for a pilot of this approach in child abuse investigations is already underway, with scope to include other areas of policing.

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#### **Public Protection (Stephen Kavanagh)**

- 2.12 Members noted the outcomes of a consultation event held by the College Crime and Criminal Justice Professional Community with staff from all ranks and roles working in public protection units (PPU). The event confirmed findings from a similar 2015 survey by the Superintendents' Association, highlighting lack of consistent practice, high workloads, and a blame culture were impacting on staff well-being across all ranks and roles working in PPUs. Committee members were supportive of the College undertaking work to provide support to those working in PPU units.

#### **Missing Persons Authorised Professional Practice (APP) (David Tucker)**

- 2.13 The Committee was asked to note the forthcoming publication of the Missing Persons APP. The revised APP was informed by findings from the HMIC inspection of missing persons and the All Party Parliamentary Group (APPG) for Runaway and Missing Children and Adults report. The APPG report was highly critical of the 'absent' category and recommended that it should be abandoned. HMIC raised concerns about the inconsistent application of the 'absent' category but did not recommend its abandonment. In view of these concerns the College re-wrote the section of APP on 'absent' and following extensive consultation has retained the 'absent' category as an option for forces to use for cases where there is no apparent risk.
- 2.14 Committee members were supportive of this approach. However, they highlighted that during HMIC inspection visits some inspectors adopted a critical approach towards forces using the absent category. The Committee Chair agreed to take up the issue with HMIC as it was felt this practice by inspectors undermined the permitted use of the absent category as set out in national APP.

#### **Update on Vulnerability Work (David Tucker)**

- 2.15 Members supported the College's work for a more consistent approach to vulnerability. This includes the development of an overarching vulnerability action plan and work to inform the development of a single definition of vulnerability. The College's Police Transformation Fund bid to develop vulnerability training has been supported and is awaiting final approval from the Home Secretary.
- 2.16 The College is proposing that an existing definition of vulnerability, used as part of THRIVE (Threat, Harm, Risk, Investigation, Vulnerability, Engagement) is adopted and an approach that considers the relationship between the individual and contextual factors e.g. resilience, the environment, in assessing vulnerability is the preferred option. This means any person could be vulnerable depending on the specific environmental and contextual factors and the police, with other partners, have a role in managing these environments, where applicable.

#### **Stop and Search (Richard Bennett)**

- 2.17 Members were updated and supportive of work currently being undertaken by the College and NPCC on stop and search that includes: the publication of APP and wider training; activity to assess the impact

and benefit of the recording of vehicle stops; and the College response to the recent HMIC inspection of the BUSS scheme.

- 2.18 Following the Home Secretary's announcement that the BUSS scheme will be extended to include a requirement for forces to record vehicle stops under s. 163, an NPCC working group has been established to oversee a four-force pilot of the proposed requirement. The College will provide advice on the evaluation of the pilot and will help review the type and use of data that are recorded.

#### **Alternative Fitness Test (Giles York)**

- 2.19 The Committee endorsed the use of the Chester Treadmill Police Walk Test and Chester Treadmill Police Run Test as the best available alternatives to the current Shuttle run test and noted the limitations of the research underpinning the validation of the tests.

#### **College Business and Chief Constables' Council Update**

- 2.20 Members were updated on discussions from the College's Coordination and Development Group meeting in August and September and the decisions and actions from the October Chief Constables' Council meeting.

### **3. COLLEGE BUSINESS UPDATE**

#### **Crime and Criminal Justice Faculty**

- 3.1 The Home Secretary announced funding for the College's **Vulnerability project** on 30th November. The project aims to improve the police response to supporting vulnerable people, recognising that everyone has vulnerabilities and that the role of the police is to manage the environmental context. It also seeks to improve consistency of operational practice in this area and the standard of service to the public.
- 3.2 Discussions are taking place with the **Digital Investigation and Intelligence (DII)** team to establish precisely what knowledge gaps in this area need addressing and the best way to achieve this. The Digital Media Investigator implementation team have identified a clear need for continued support and investment in this capability and a pilot to validate DMI Standards is also being undertaken with two forces.
- 3.3 Following the College's Training Delivery Review, the College will no longer be delivering training in the four modules associated with the **Intelligence Professionalisation Programme** (Foundation in Intelligence, Foundation in Research, Foundation in Analysis and Intelligence Management). Work is underway in consultation with NPCC, partner agencies and academic institutions to identify possible options for a future delivery model. All other IPP programme work deliverables are progressing as planned.

#### **Uniformed Policing Faculty**

- 3.4 The **mental health and stop and search guidance and learning products** have been published and the College leads are now supporting forces in their implementation. Regional workshops are being planned for mental health and the work to produce a MoU for restraint in mental health settings is nearer its conclusion with a planned media release scheduled for mid to late January. The faculty was represented at a research meeting at the US Police Foundation in Washington DC to share the findings of the College's procedural justice training experiment so that US police departments can trial a similar approach.

- 3.5 The Home Secretary is due to decide on the **new Conductive Energy Device** for the police service in December and the College has plans for training to upskill instructors in the new device. The instructor training is due to start in late January and will enable forces to train Specially Trained Units and issue them with new devices.
- 3.6 The College **Disaster Victim Identification (DVI)** DVI team continue to provide support to the NPCC lead and the Home Office in the delivery of Exercise Opus Resilience (regional multi agency table-top), Exercise Tempus III (national mortuary exercise) and planning for the international DVI Conference which is to be held in London in February. Work is progressing to explore the potential for a new course for Public Order/Public Safety Commanders and Operational/Events Planners which would replace separate training for these two roles together and the Metropolitan Police Service Events and Major Incident Foundation course.
- 3.7 **JESIP command doctrine** have been reviewed and published, and work to review the national JESIP training and delivery programme is progressing and includes combining the Operational and Tactical Commander courses.

#### **Professional Development and Integrity Faculty**

- 3.8 Working with NPCC and HMIC the College has finalised [Guiding Principles for Organisational Leadership. \(See Annex 1\)](#)

These have been developed following extensive consultation and engagement with forces and other policing stakeholders. They have already been widely referenced in the 2016 HMIC Leadership report. The report stated that the Principles will be used inform the criteria for HMIC inspections and forces should use these principles in developing their approach to leadership in the future. College will formally publish and launch the principles in February following endorsement by the College's Professional Committee and Chief Constables' Council in January 2017.

- 3.9 All forces now have a designated **Chief Officer Professional Development Programme (PDP)** Champion. Work with this group was launched in July and August, led by CC Giles York, a conference for the Champions was held on 25th November. The second chief constables CPD event took place on 9th November and work on Leadership Insights for recommendation one of the Leadership Review is now underway. This is for Chief Constables to link with CEOs and other senior public leaders in business and the wider public sector.

#### **Organisational Development and International Standards Faculty**

- 3.10 The Faculty held a **Transformation and National Policing Vision 2025 roundtable** engagement event to raise awareness of the National Policing Vision 2025 with force transformational leads and Police and Crime Commissioners, the findings of which are currently being analysed. The next event will focus on workforce development in spring 2017 and the draft plan of events and resources to support members' professional development in respect of transformation will be available in January.
- 3.11 **Peer support** in Humberside focusing on leadership development and in South Yorkshire on business change and public protection is ongoing, with faculty specialists and force subject matter experts. The Faculty is also continuing to inform the development of the Blue Light Workplace Wellbeing Charter and research to develop diagnostic approaches to psychological risk management relating to policing, focused on supporting members in public protection roles.

#### **Curriculum, Assessment and Accreditation**

- 3.12 A **Policing Education Qualifications Framework** implementation reference group is being set up to take forward modelling and costing work requested by the College Board. This will inform implementation timing and help to develop guidance and support for forces. A series of regionally based events are

being arranged throughout February and March to assist forces in preparing for the PC degree apprenticeship. The curriculum for the PC Degree Apprenticeship is in progress and the project team is engaging with Police Standard Managers, NPCC and subject matter experts to develop the appropriate learning outcomes. The Higher Education consortium is simultaneously developing a degree specification, which will set out the parameters for delivery of the learning programme through all three years of the apprenticeship.

- 3.13 The College will be undertaking **redevelopment of the current Police Professional Framework (PPF)** following a successful bid to the Police Transformation Fund. The current PPF comprises a mix of role profiles and personal qualities /competency behaviours. The latter has recently been reviewed and will be replaced by the new competency and values framework. The role profiles were last reviewed in 2009 and no longer meet the needs of policing. The intention is to now revise and update role profiles for all officers and staff including core and specialist roles. A new digital platform to host the framework will also be developed as part of the project and will eventually replace the existing framework hosted by Skills for Justice. This project is due to commence in November and will be completed by the summer of next year. In due course all forces will be asked to ensure their role profiles and behaviours are aligned.
- 3.14 Work to develop the specification for a **new initial recruit assessment process** is continuing and the College are engaged as subject matter experts, providing guidance and expertise to both the Metropolitan Police and Penna (commercial provider). Work with pilot forces continues to determine Applicant Tracking Systems currently in existence within forces that could provide the data to support the Pilot Assessments.

#### **Knowledge, Research & Practice**

- 3.15 The College has awarded funding to 26 police officers and staff through our **Bursary scheme** to support study at undergraduate or postgraduate level. Almost a quarter of successful applicants are police staff and just under a half are police constables. The systematic evidence reviews for the new guideline pilots have commenced and the identified literature is currently being sifted by College staff. The National Police Library has closed in preparation for its move to Ryton and will be re-opening in late January.

#### **Delivery Services**

- 3.16 The **Training Review** is being implemented with formal consultation commencing with staff in January.

### **4. DECISIONS REQUIRED**

- 4.1 Council members are invited to note the outcomes and decisions arising from the College's November Professional Committee meeting and the update on current College business, set out in the paper

**ALEX MARSHALL**

**CHIEF CONSTABLE**

# Chief Constables' Council

## Regional Casualty Bureau Arrangements

(Regional Paper)

Security classification:	OFFICIAL - PROTECT
Disclosable under FOIA 2000:	Yes
Author:	Commander Dean Haydon
Force/organisation:	Metropolitan Police Service
Date created:	30/12/2016
Coordination Committee:	Operations
Portfolio:	Civil Contingencies
Attachments @ paragraph:	N/A

### 1. Introduction & Purpose

- 1.1 This paper is submitted further to the Casualty Bureau Proposal paper discussed at Chief Constables' Council on 27<sup>th</sup> October 2015, agenda item 10(a). A proposal for four National Casualty Bureau sites was discussed, plus the option of Regional Casualty Bureau arrangements. Chiefs' Council agreed to progress towards regional arrangements, but that the option of four Casualty Bureau sites nationally should be explored further.
- 1.2 Whilst no extensive costing exercise has been carried out in relation to the option of four Casualty Bureau sites, it is clear that there is little support for this option amongst the relevant Casualty Bureau Working Group and Strategic Group.
- 1.3 This paper therefore sets out the proposed strategic direction of Casualty Bureau arrangements. To build on existing good practice and progress the further establishment of Regional Casualty Bureau arrangements. This will provide improved national resilience and meet the requirements of the Strategic Policing Review.
- 1.4 The primary role of Casualty Bureau is to support the response to a civil emergency including acts of terrorism, that may result in multiple or mass casualties including fatalities. An important aspect is the call handling capability through which the public report missing persons. Casualty Bureau personnel collate information from the public, from hospitals and from survivor reception centres. This information is reconciled in order to establish a reliable list of the missing and the whereabouts of other affected persons including casualties, survivors and evacuees.
- 1.5 Every Home Office police force has a Casualty Bureau capability or an arrangement with another force within their region. Arrangements however vary across the country.

## 2. Current Casualty Bureau Collaborative Arrangements

- 2.1 The following is a summary of current Casualty Bureau arrangements across the United Kingdom. Whilst most individual forces have some level of capability, there is move towards regional arrangements across much of the country.
- 2.2 **Police Scotland:** As a single force Police Scotland has its primary Casualty Bureau capability near Glasgow with a secondary site in Edinburgh. Scotland does not form part of the UK Disaster Victim Identification, Foreign & Commonwealth Office on call arrangements for overseas incidents.
- 2.3 **North East Police Region:** The North East Region has its primary Casualty Bureau capability situated within West Yorkshire Police. There is also a capability within the South Yorkshire and Humberside Police alliance.
- 2.4 **North West Police Region:** The North West Region has an established Regional Casualty Bureau capability. The region has its primary Casualty Bureau site hosted by Greater Manchester Police. Forces including the Police Service of Northern Ireland maintain an additional call handling capability, but major incident room functions in particular are hosted within Greater Manchester.
- 2.5 **West Midlands Police Region:** The West Midlands Region has its primary Casualty Bureau capability within West Midlands Police. There is also a capability within the Warwickshire & West Mercia alliance.
- 2.6 **East Midlands Police Region:** The East Midlands Region has its primary Casualty Bureau capability within Nottinghamshire and within Derbyshire.
- 2.7 **Wales Police Region:** Wales has a capability within each force, its primary Casualty Bureau capability sits within South Wales Police.
- 2.8 **South West Police Region:** The South West Region has a capability in each of the five mainland forces. The region collaborates for some aspects of policing in terms of a northern group consisting of Avon & Somerset, Gloucestershire and Wiltshire. The southern group consists of Devon & Cornwall and Dorset. Devon & Cornwall also supports the Channel Islands.
- 2.9 **Eastern Police Region:** The Eastern Region has a Casualty Bureau capability within each of the six forces. Existing policing collaborations for Major Crime and other areas of policing exist between, Bedfordshire, Hertfordshire and Cambridgeshire. Both Norfolk & Suffolk collaborate on other areas of policing. Essex shares major crime investigation resources with Kent Police (South East Police Region).
- 2.10 **The South East Police Region:** The South East Region has its primary Casualty Bureau capability within Thames Valley Police.
- 2.11 **London Police Region:** London has its primary Casualty Bureau capability within the Metropolitan Police Service, with support from City of London Police. The region has also provided support to British Transport Police.

## 3. Options

- 3.1 Two models have been considered by the Casualty Bureau Working Group and Strategic Group to reduce the number of Casualty Bureau sites nationally. These are summarised below.
- 3.2 **Option A: Proposal for Four Casualty Bureau Sites** - A proposal discussed for Casualty Bureau arrangements in England and Wales, is migrating to an operating model consisting of four sites across England and Wales. The proposal is for this capability to be hosted by Greater Manchester Police, West Midlands Police, Metropolitan Police Service and South Wales Police.

- 3.2.1 Whilst there is some support for this option, in particular from coordinators in the Eastern Police Region, this option is largely viewed as too much of a leap from the current arrangements. Regions may be less likely to influence the cost of a facility that sits outside their combined force areas. Most regions are increasingly working at a regional level.
- 3.3 **Option B: Proposal for Regional Casualty Bureau Arrangements** - The Casualty Bureau Strategic Group recommends a move nationally to regional models comprising of nine Regional Casualty Bureau sites serving England, Wales and Northern Ireland. A regional Casualty Bureau capability already exists within Police Scotland.
- 3.3.1 The Regional Casualty Bureau proposal has stronger support nationally. Most regions are already working at, or towards regional arrangements for their Casualty Bureau capability.

#### **4. Financial Implications**

- 4.1 Without an extensive costing exercise, it is to some extent difficult to cost the current provision across the country as different models of operation exist. The cost of maintaining a single force Casualty Bureau has been estimated at £60–80,000 per annum. Therefore, using this estimate the total cost to policing of the current national provision is between £2.1m and £2.8m per annum.
- 4.2 A Regional Casualty Bureau arrangement should cost a similar amount to a single force capability, with the cost shared across the forces within the region, in proportion to the size and population of each force area. There is the potential to realise longer term benefits and cost efficiencies through a reduction in Casualty Bureau personnel.

#### **5. Summary**

- 5.1 Most Regions are already moving towards a Regional Casualty Bureau capability. The only current exceptions are the South West Region and the Eastern Region. Within these two regions there are however examples of regional collaboration for other areas of policing.
- 5.2 Benefits of moving to the regional model for Casualty Bureau include fewer Casualty Bureau sites to maintain, a reduced number of personnel and reduced abstractions for training.
- 5.3 The North West collaboration managed by Greater Manchester Police is an example of successful Regional Casualty Bureau arrangements. The North West forces all contribute to the funding. The existing North West Memorandum of Understanding can be considered for use as a template by other police regions.

#### **6. Conclusion**

- 6.1 Individual force Casualty Bureau arrangements are not sustainable. It leaves forces exposed with a little or never used Casualty Bureau capability. The proposal to establish Regional Casualty Bureau arrangements across all of the police regions, will provide a more effective and efficient operating model across the Police Service. Most regions should have little difficulty in identifying where their Regional Casualty Bureau capability should sit. Consultation will be required within those regions that currently work on an individual force basis.
- 6.2 Work will be required to deliver change; forces will require a clear communication strategy and engagement with affected personnel. Any reduction in staff numbers, or changes to roles or job descriptions across forces need to be managed in accordance with the respective force policies.

The Police Staff Associations and Police Federation will need to be consulted by forces during any transitional phase.

## **7. Decision Required**

- 7.1 Chief constables are therefore asked to approve the recommendation of the Casualty Bureau Strategic Group: to progress towards the establishment of Regional Casualty Bureau arrangements within all of the existing police regions.

**Alec Wood**

Chief Constable, Cambridgeshire  
NPCC Lead, Operations



# National Police Chiefs' Council Operations Coordination Committee

## Stop and Search

**25/26 JANUARY 2017 / Agenda item – Regional Paper**

<b>Security classification:</b>	Official
<b>Disclosable under FOIA 2000:</b>	No
<b>Author:</b>	DCC Hanstock
<b>Force/organisation:</b>	British Transport Police (BTP)
<b>Date created:</b>	04/12/2016
<b>Coordination Committee:</b>	Operations
<b>Portfolio:</b>	Stop and Search
<b>Attachment @ paragraph:</b>	None

### **1. INTRODUCTION/PURPOSE**

- 1.1 This paper summarises the main issues raised at the two Police Public Encounters Boards (PPEBs) held at the Metropolitan Police Service (MPS) Conference Centre on 03/11/2016 and College of Policing Ryton Upon Dunsmore on 30/11/16 known as PPEB (South) and (Midlands) respectively.

### **2. BACKGROUND**

- 2.1 Previous to these two meetings, the PPEB had been held on a number of occasions and in various regional locations throughout the year with the last one being in Cleveland in November 2015. This was in response to requests from forces to hold PPEB outside of London and the South-East to enable wider attendance and sharing of local practice relevant to the regions as forces shaped their response to HMIC recommendations and the Home Office 'Best Use' scheme.
- 2.2 The PPEB had previously only included representatives from the police service and national organisations including central government. The only opportunity for community groups to engage on national issues was with the Stop and Search Scrutiny Group facilitated by the College of Policing (CoP). These latest PPEB sessions were intended to expand from a meeting to an event that included national community and local force community groups.
- 2.3 Following a request from a national interest group, community representatives were invited to contribute to the whole day of discussions in order to demonstrate transparency and inclusiveness. This also provided an opportunity for each of the two PPEBs to promote our improvements to date, demonstrate how the police service is making further efforts to professionalise its approach and encouraging understanding of procedural justice. It would enable the police service to listen to political views, the findings of oversight bodies and most importantly gauge the experience of the public and their advocates.
- 2.4 Both PPEBs were well attended with 66 persons at the London event and 62 at the Midlands event. The audience represented nearly all forces, national and local oversight groups such as StopWatch and at a local level many forces had their Independent Advisory Groups (IAGs), Community

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Consultation Groups (CCGs) and staff from their Office of Police and Crime Commissioners (OPCC). Both events followed a similar pattern with the intention to keep both broadly similar but taking into account any regional differences and building on the experience of the London event.

- 2.5 There was an active debate at both events and the presentations along with Q&As were circulated for all those that attended. Key themes emerged from both events; these can be summarised as “how effective is police leadership at all levels to ensure reasonable, fair & effective use?” and “how effective are forces at developing meaningful community engagement, particularly with young people, to demonstrate transparency of use?”.

### **3. POLICE LEADERSHIP**

- 3.1 The Home Office representative opened the debate with a quote from the previous Home Secretary now Prime Minister – Theresa May MP when addressing Parliament on the issue of modern slavery said: “These are all burning injustices, and - as I did with the misuse of stop and search and deaths in police custody and modern slavery – I am determined to fight against them.” This was a clear signal that the police needed to reform or government would legislate to address public concerns. When comparing the use of stop and search in 2010/11, reform had produced results shown in para 3.2:

3.2 **Compared to 2010/11, in 2015/16:**

- 387,448 stop and search (70% fall)
- Arrest rate of 16% - highest on record (7 point rise) however when other outcomes are also included the rate is closer to 35-40%
- 974 section 60s (98% reduction in use)
- 15% of records lacked reasonable grounds (down from 27%)
- Race disproportionality down

- 3.3 The Home Office also highlighted ‘How do police leaders ensure that officers are competent and confident (reasonable grounds) – and have an understanding of why reform is necessary?’ They also went onto describe the resistance and denial of some in the police service including at a senior level as reflected in HMIC’s inspections.

- 3.4 DCC Hanstock stated “How can we expect officers to get it right if we haven’t led them correctly? The emphasis must be on police leaders to ensure these reforms continue” He then gave an example that the majority of stop and searches are still rationalised as being to find drugs based on a ‘smell only’ under the Misuse of Drugs Act 1971. Data shows that not only are we not that successful at finding cannabis, officers put a lot of time and effort into searches using these grounds with very little operational impact as a result. However, what is also clear is that this does alienate individuals and entire communities.” During PPEB (South) a member of the community stated that stop and search has now affected three generations of Black and Minority Ethnic (BME) communities.

- 3.5 DCC Hanstock has asked Chief Constables to consider are they satisfied that the test of ‘reasonableness’ is being met? Do supervisors have a clear grip on the recording of reasonable grounds by their officers? Can the police service justify the continued and persistent volume of searches for cannabis based on ‘smell only’ – nearly seven out of ten searches are for drugs? How will police forces embed the new stop and search Authorised Professional Practice (APP) and consider how best to deliver the national training package. This is not a training issue alone but a change to the leadership and culture of how we focus all stop and search activity.

## **4 COMMUNITY ENGAGEMENT**

- 4.1 Forces at both PPEBs gave examples of their 'Ride along' or 'Lay Observation' schemes, a key requirement under the Best Use of Stop and Search Scheme (BUSSS). This varied in its effectiveness but it was clear that many forces had applicants who wanted to join the police who were taking this opportunity to experience policing rather than interested communities wishing to view stop and search or other local police activity.
- 4.2 What became clear at both PPEBs was that there was evidence in all forces of scrutiny from the community, what was less clear was the effectiveness of this scrutiny and whether it does hold forces to account. Chief Constables may wish to consider how any feedback from public scrutiny influences policy or operational direction.
- 4.3 Body Worn Video (BWV) was identified by forces and the community as being of great assistance with scrutiny of stop and search. However, not all forces were equipped with this capability yet and within those forces not all officers would necessarily have access to BWV. This is an area that will when more established, could provide un-paralleled scrutiny of stop and search activity that has the potential to affect officer and individual's behaviour and help force develop learning based on actual operational conduct. There are still issues over exactly how this level of scrutiny can be applied and how the community can be permitted to view BWV.
- 4.4 All forces experience great difficulties in getting their community groups to reflect the people that are directly affected by police activity – particularly those that may have had criminal backgrounds. The question for forces here is; are our policies of who we give access to the police service in the community discriminating against or at the very least silencing a voice that probably should be heard?

## **5. YOUNG PEOPLE ENGAGEMENT**

- 5.1 At both PPEBs, forces and the community detailed their difficulties of engaging with young people. This was a specific objective of both PPEBs and youth groups were spoken to.
- 5.2 At PPEB (South), a youth charity Voice of Youth and Genuine Empowerment (VOYAGE) based in East London gave a powerful presentation on the theme of 'Are we over policed and under protected?' This highlighted 15 recommendations that their 'Young Leaders' (YLS) of 17 and 18 had arrived at and are set out below:
- 1. Young leaders should be encouraged to apply to all IAG's**
  - 2. Young leaders should be enlisted to join the Borough Youth Programmes**
  - 3. Young leaders should be given the opportunity to shadow a Police Officer or unit, depending on their chosen career path. This could then be tweeted out to their peers if they wanted to do so**
  - 4. Young leaders should be encourage to be part of the media group to help with social media messages in the language young people understand**
  - 5. Young leaders should be invited to meetings and consulted where decisions are made regarding Policing young people**
  - 6. Exposure for Young Leaders at conferences, awards and other Youth programmes**

7. The scheme should be endorsed to adopt a standardise programme in all schools and offered to those that are in the most disadvantaged areas of London and across the country
8. Exposure into Media and Politics and areas that interest young leaders after graduation
9. The programme made available to other constabularies subject to their funding streams
10. Community Leaders in all Boroughs to bridge the gap between BME communities and the Police, especially young people
11. Communication on Recruitment to BME Year 8 and 9 when young BME's are taking their GCSE options
12. A rating system of Police officers service to members of the public. i.e. text messages
13. Third party reporting areas to report a complaint or a negative encounter, or easier ways for young people to report on their phones
14. Community Leaders introduced to bridge the gap between BME communities and Police, not Police officers
15. Yearly tracking forecast on all Young leader's prospects, after graduation over 5 years.

5.3 These recommendations had come from young people following work that was carried out in 2014 with the Metropolitan Police Service (MPS). Funding restrictions had prevented some of the work being taken forward.

5.4 Some of the recommendations at 5.2 would not surprise many people. However what was surprising was hearing from a youth co-ordinator who stated that "some young people would get a white person to report a crime as they did not trust the police to investigate if it came from a black person" Others claimed to "...need a dog to protect themselves" as they felt this was necessary because they didn't feel the police were there to protect them.

5.5 To highlight the difficulties in engaging with young people, two had been arranged to speak at PPEB (South) ensuring it did not affect their college work and fitting in with the curriculum. With less than 24 hours to go the young people decided to pull out as they did not think it "was cool and that no one would listen to them..." Whilst a compromise was achieved in having a youth co-ordinator speak, it was less effective than hearing from young people that had been affected by stop and search. This also deprived young people from having a voice with central government and senior police leadership.

5.6 As can be seen from both PPEBs – engaging with young people is fraught with difficulties even by charities or franchises that have this as a key objective. The police service needs to learn from this and similar to community groups engagement, there is some evidence of this happening throughout the service but it is not known how effective it is.

## 6. CONCLUSION

6.1 Both PPEBs transformed from what started out as internal police meetings to relatively large scale events with over 120 members of the community, national, local government and the police service represented. The challenge for police leadership is to take the learning from both PPEBs and embed this in forces alongside more training and guidance from the CoP in the form of the stop and search APP. Following the feedback from these events, the next PPEBs will be held in Spring of 2017 with a theme of community engagement.

## 7. RECOMMENDATIONS

7.1 Chief Constables are invited to consider the following issues that emerge from the most recent evaluation of progress with stop & search reform:

- Are officers effectively recording reasonable grounds for their decision to search and are supervisors adding value when checking and endorsing the stop records?
- How much of stop & search activity relates to possession of drugs and when this is the case, is the force able to demonstrate effectiveness by finding them?
- How have forces considered the recently issued APP and national stop & search training package and assessed the approach it wishes to take to implement it?

**Adrian Hanstock**

**Deputy Chief Constable, British Transport Police (BTP)**

**NPCC Lead for Stop and Search**



# Chief Constables' Council

## S163 Traffic Stops – Update Paper

25/26 January 2017/Agenda item:4.3

Security classification:	Not Protectively Marked/Restricted
Disclosable under FOIA 2000:	Yes
Author:	ACC STEVE BARRY
Force/organisation:	
Date created:	030117
Coordination Committee:	Xxxx
Portfolio:	Roads Policing
Attachments @ paragraphs:	<u>1x Appendix</u>

### 1. INTRODUCTION/PURPOSE

- 1.1 The purpose of this paper is to update Chiefs' Council on the work to explore S163 RTA stop data collection and the push from the Home Office to bring these under Best Use Stop Search Scheme.

### 2. BACKGROUND

- 2.1 Section 163 RTA 1988 is the sole legislative power available to the police to stop a vehicle. This power is used for multiple reasons including the protection of those at collision scenes, incidents and hazards - thousands of vehicles are stopped daily.
- 2.2 In April 2014 the Home Secretary asked HMIC to "review other powers that the police can use to stop people, such as section 163 of the Road Traffic Act 1988, in order to establish that they are being used effectively and fairly." The Home Office are keen to incorporate S163 monitoring into Best Use Stop Search Scheme (BuSS).
- 2.3 CC Davenport was asked to lead for NPCC to establish a position in response to the Home Office drive to incorporate S163 into BuSS. A group was established to consider the issues and support a pilot of data collection whilst engaging with stakeholders including the Home Office. The group includes Home Office, HMIC, and the College of Policing.

The terms of reference for the group are;

1. Explore the rationale for collating Section 163 stops data to answer the requirement to be transparent and open, regarding proportionality, justification and legitimacy of such stops.
2. To explore the data collection requirements.
3. To explore technological solutions to data collection.
4. To cross reference Section 163 requirements with the "Best use of stop and search scheme" (BUSS).
5. To provide and update to the Chief Constables Council via the Road Policing lead – Chief Constable Davenport

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- 2.4 The group have agreed a template for data collection (see Appendix 1) and a proposed methodology for analysis. A fundamental analytical issue that has been identified is that Forces will need to establish the baseline for their population ethnicity if the proportionality question is to be properly assessed.

### 3. UPDATE

- 3.1 ACC Steve Barry is leading the group under the ToR. He also now sits alongside DCC Hanstock on the Home Office led group reviewing BuSS. Despite significant representation being made on behalf of NPCC there is every indication that the Home Office still intend to bring S163 under BuSS during 2017.
- 3.2 Pilot Force Updates;
- Cambridgeshire  
Pilot commenced 17<sup>th</sup> October 2016, figures are in the process of being compiled but it is initially limited to response officers in 3 out of their 6 policing districts.
  - Northumbria  
Pilot commenced September 2016, a strong set of data has been collected force-wide. Inputting of data is achieved via the control room at the same time as PNC checks. Mobile App solution expected by April 2017. Early indications show a spike in stops of a minority group that could be attributable to a specific operation. This could be exactly the type of information that Forces would find useful in managing public confidence. The sharing of s163 information via IAGs has begun. Fuller analysis of complete data set to commence imminently.
  - West Yorkshire  
Have taken a different approach intending to enable both their ticketing system and stop and search mobile solutions to record the data. The back office will then produce the figures required together. This will be going live on 23<sup>rd</sup> January 2017 and as training is rolled out, uptake will increase. The stop and search mobile solution will take further production and is expected in May 2017. They should be able to start supplying data from January 2017 with this increasing as officers are trained and significantly when stop search solution goes live.
  - Sussex & Surrey  
The Surrey mobile platform is almost complete and input and training in the development of the end user App is now required. Sussex will follow this platform which would enable Surrey to complete testing and commence trial January 2017 followed by Sussex around March.
- 3.3 There has been a request from the Home Office to include, where possible, a pilot with regard to potential new powers under immigration legislation regarding the seizure of driving licences. So far pilot Forces have declined to take part in this, concerned that such input/training to officers simultaneous to the S163 pilot would be too much additional information and may skew figures with regard to the stops under S163.



#### **4. CONCLUSION**

- 4.1 Full analysis of Northumbria's data set will now be progressed. Early indications are that the collection of the data has not been problematic or resource intensive.
- 4.2 CC Davenport remains of the view that the three key questions for this work are
- i) Can collection s163 data contribute to demonstrating fairness and transparency and thereby improve public confidence.
  - ii) Can collection s163 data help establish proportionality with regard to the level of stops for different ethnic groups.
  - iii) What impact will the collection of this data have on the effectiveness and efficiency of police forces?
- 4.3 The pilot work has progressed well with data collection and will now start the analysis of data to help answer these questions.
- 4.4 Any further updates and any decisions will come through the NPCC Operations Coordination Committee to be submitted to Chief Constables Council.

#### **5. DECISIONS REQUIRED**

Note Update

**Steve Barry**  
**Assistant Chief Constable Sussex Police**  
**Roads Policing Portfolio, Operations Coordination Committee**



APPENDIX 1 SECTION 163 DATA TO BE RECORDED UNDER THE NPCC PILOT (version 2 dated 150716)

Ethnicity (self- defined)	Age group (self- defined)	Reason for using s163 power	Outcome of stop / reason for outcome	Link between reason and outcome?
16+1 categories (possibly moving to 18+1)	Under 17 17-20 21-24 25 years and over (can be split out if certain age groups are of more interest) Not stated  (Forces can be more detailed should they wish)	1. Offence – traffic 2. Offence – other 3. ANPR 4. Intelligence 5. Welfare 6. Other (please state) 7. Routine check  (Forces may wish to record more than one reason e.g. ANPR and Offence)	1. Offence committed – traffic (this includes all formal and non-formal outcomes) 2. Offence committed – other (this includes all formal and non-formal outcomes) 3. Referred to other agency (e.g. social services) 4. No further action   (Forces may wish to record more than one outcome)	Yes/No

The above is a minimum requirement at this stage and gives the pilot some consistency to start from. Forces may wish to record additional data in the interest of transparency and accountability.

Offence includes traffic, crime or ASB.



# Chief Constables' Council

## Media Relations Authorised Professional Practice (APP)

**25/26 January 2017 /Agenda item: 403**

Security classification:	Official
Disclosable under FOIA 2000:	Yes
Author:	Oliver Cattermole
Force/organisation:	College of Policing
Date created:	4 <sup>th</sup> January 2017
Coordination Committee:	
Portfolio:	
Attachments @ paragraph:	

### **1. INTRODUCTION/PURPOSE**

- 1.1 Publication of APP setting out guidance for forces on media relations (Annex A). The APP emphasises the value of an open, transparent and professional relationship between police and the media and strengthens the police's position that those under investigation or arrested will not be named before charge.

### **2. Summary**

- 2.1 The Professional Committee endorsed a draft of authorised professional practice on media relations for consultation in March 2016. The consultation ran from 26 May to 8 July 2016, receiving 49 responses from a wide range of individuals and organisations including police forces, staff associations, the BBC, Society of Editors, Guardian News and Media, Associated Newspapers, Trinity Mirror, HMIC, the Information Commissioner, Hacked Off and the Media Lawyers Association.
- 2.2 Alex Marshall also addressed the Society of Editors' annual conference on 17 October 2016. Conference delegates called for a stronger commitment from the police to openness and transparency in releasing information to journalists, echoing views raised in the consultation. Specific issues raised included police and coroner practice in releasing identities of the deceased and the role played by police corporate communications departments in enhancing or hindering openness.
- 2.3 A working group including DCC Gareth Morgan (NPCC Lead) and representatives of the Association of Police Communicators, the National Police Chiefs' Council and the Metropolitan Police Service considered a College analysis of responses to the consultation and agreed consequent amendments to the draft APP.
- 2.4 The main themes among these amendments are:
- Editing of draft to remove duplication of material already set out in the Code of Ethics
  - Emphasis on contribution that openness and accountability through the media make to police legitimacy
  - Clarity that responsibility for communication to media applies across ranks

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- Addition of reference to whistleblowing guidance
- Section dealing with the identities of businesses
- Any decision in exceptional circumstances to name an arrested person should be authorised by a chief officer.

2.5 Following Operation Midland and the Henriques report, the anonymity of suspects prior to charge continues to be a subject of keen Parliamentary, public and media interest. The APP allows for the release of some details in relation to an arrest, search, interview or bail of a suspect, but includes additional clarification to emphasise that this information (such as location, gender, age) should not be provided to the media where, although not directly naming a person, it would nevertheless have the effect of confirming their identity.

### **3. BACKGROUND INFORMATION**

- 3.1 Guidance for policing on media relations and communications has existed for many years and was last rewritten in 2010. Following recommendations of the Leveson Inquiry, in May 2013 the College of Policing produced supplementary guidance in the form of Authorised Professional Practice on relationships with the media. The draft APP brings together these precursor documents and updates them in the light of a changing regulatory environment.
- 3.2 The draft media relations guidance complements a set of Authorised Professional Practice documents on engagement and communication covering topics including principles of engagement, public meetings, community groups, digital and social media platforms, online engagement, social media monitoring and more. The focus of this draft APP is therefore exclusively media relations, rather than duplicating material of broader communications which is available elsewhere.
- 3.3 The document has been developed following extensive engagement with force media departments and the Society of Editors, lead through the Communications Advisory Group chaired by DCC Gareth Morgan.

### **4. CONCLUSION**

- 4.1 The Professional Committee at its meeting on 17 January 2017 will be asked to endorse the attached document (Annex A), for publication, following the College's public consultation.

### **5. DECISIONS REQUIRED**

- 5.1 Council members are invited to note the College's Media Guidance APP subsequent to its publication.

**ALEX MARSHALL**

**CHIEF CONSTABLE**

# Chief Constables' Council

## Special Branch Review – Regional Paper

25/26 January 2017

Security classification:	OFFICIAL
Disclosable under FOIA 2000:	No
Author:	Francis Habgood
Force/organisation:	Thames Valley Police
Date created:	19/12/2016
Coordination Committee:	SRO for Special Branch Review
Portfolio:	Counter Terrorism Coordination Committee
Attachments @ paragraphs:	3.1 – SBR National Summary Paper

### 1 PURPOSE

- 1.1 The purpose of this document is to provide an update to forces regarding the Special Branch Review programme. In particular, it will provide detail on the outcomes from the most recent phase of work and provide a view on planned work over the coming months. The paper is for information only.

### 2 ACTIVITY SINCE LAST UPDATE

- 2.1 In October 2015, the National Police Chiefs' Council tasked a national review to work with Special Branches to make progress towards 'regional collaboration of SB functions under a S.22a collaborative agreement and tasked by the CT Network with clear arrangements for local, regional and national tasking'.
- 2.2 PricewaterhouseCoopers (PwC) were commissioned by NCTPHQ to support the National SB Review from March 2016, as part of the SB Review Team. Between April and June 2016, PwC provided support to the core team and regional partners around the development of an accurate baseline for the SB services delivered within the North East, North West and South East regions.
- 2.3 Since June, the SBR team and PwC have continued to work closely with all regions in the development of either baselines or future operating models for their force Special Branches. All regions now have a completed baseline including FTE numbers across functional areas, associated staff information and costs, and FTE % time allocations across services.
- 2.4 In addition, this phase of work has also identified a number of consistent delivery principles for how SB work is delivered across all regions, as well as region-specific future operating models in a number of regions, signed off by ACC panels.
- 2.5 Detail on the agreed baselines, national principles and regional operating models is provided within the National Summary Paper which is provided as an attachment alongside this note. Overall, this paper details:
- The baseline staff FTE and costs for all Special Branches across England and Wales;
  - Standard Service Descriptions for the CT/DE work delivered by Special Branches;
  - A national set of principles for how SB services are delivered;
  - A summary of the Target Operating Models agreed in relevant regions;
  - A high level implementation plan for each region across England and Wales detailing their planned next steps for the next twelve to eighteen months.
- 2.6 This National Summary Paper is supported by a report for each region which is available upon request (please contact ACC Nicholson to source these).
- 2.7 It should be noted that, throughout this process, the SBR team has supported regions and forces in their engagement with their respective Police and Crime Commissioners (PCCs). Nationally, a short

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presentation was given to the PCCs at their recent national meeting which received a positive response and broad support.

### 3 SUMMARY OF OUTCOMES

- 3.1 **Baseline:** The signed-off total FTE figure for staff and officers employed in delivering Special Branch services across England and Wales is **742 FTE**. The approximate salary cost of this resource is **£34m**. These figures were based upon data provided by force finance functions, chiefly using FY16/17 budgetary information. The chart below provides a summary of the breakdown of these FTE and cost by region.

*Figure 1: National SB FTE and cost (£)<sup>2</sup>*

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- 3.2 **National trends:** As you will all be aware, the themes of improved collaboration, partnership working and joined-up services are not new and are now core to the future of policing that has been set out in the Police Vision 2025. Whether between OC and CT, on firearms, mounted police, IT services or a host of other areas, forces are working together more and more regularly. The SBR fits squarely into this picture and trend, encouraging collaboration whilst not attempting to create a 'one size fits all' approach.

- 3.3 As such, whilst each region's changes around SB contain nuanced differences from one another, there are a number of trends now clear in how services will be delivered in all regions:

- All regions are moving towards a 'centrally managed, locally delivered' model in all functional areas;
- All regions are moving towards CT(I)U tasking and coordination of SB resources;
- \*\*\*\*\*S31 S24
- All regions are moving to a joined up FIMU structure, either virtually or physically.

It should also be acknowledged that the manifestation of 'centrally managed, locally delivered', in each region is diverse in that each region is at a different stage of the journey. For example, some regions are seeking to create joint CTU-SB regional teams that move away from the historic Force SBs and organise regional services by function, not Force. Other regions are remaining with Force SB structures but are seeing a move towards functional line management, especially IMF and DSU staff.

- 3.4 Further, it should be noted that each region is currently at a different point with regard to achieving their collaboration ambitions. The diagram below demonstrates this whilst also clearly showing the positive direction of travel towards collaboration that has been set in motion over the past twelve months.

*Figure 2: Summary of regional progress and intent*

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### 4 BENEFITS

- 4.1 Overall, the SBR aims to deliver a wide range of benefits to both the CT Network and local Police Forces. Throughout, the chief objective of this work has been to deliver reduced risk and threat to the populations of England and Wales through improved inter-Force links and collaboration. Through knowledge sharing, through joined-up tasking and coordination, through consistency of delivery and improved quality, it is intended that the terrorist and extremist threat to citizens is reduced.

- 4.2 \*\*\*\*\*  
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<sup>2</sup> Wales and East Midlands costs have been estimated, based on applying the national SB average FTE cost of £46k to the region's total number of FTEs.



- 4.3 **Financial benefits** - The SBR does not have a financial target and the saving of costs was not the primary objective of the work – rather, it was about ensuring the best use of the resources available. This said, through the implementation of collaboration plans in regions it is anticipated that financial benefits may in fact be identified, particularly as teams decrease the current levels of duplication that were seen between Forces. Any savings that are realised will, rightly, be recouped by forces and may then be reinvested in priority areas or contribute towards ongoing efficiency requirements.
- 4.4 **Operational benefits** - Across each CT region and within each SB, the proposed changes to operational delivery that will be brought about through the SBR will bring significant operational benefits. Changes to the regional tasking model that will see CT(I)Us in every region take on tasking and coordination of Special Branches will provide improved prioritisation and de-duplication of effort across resources. Further, it will improve the ‘golden thread’ from national strategy and direction, through regional tasking to local delivery. At the next level up from tasking, regional coordination will allow CT(I)Us and Force SBs to coordinate better between themselves in terms of resilience, training, recruitment, to name a few areas.
- 4.5 **Process benefits** - At present, the majority of SBs are set-up according to Force processes and practices. There are certainly benefits to this through the join-up this provides between, for example, crime and SB within Forces; however, the variation in processes between SBs in a region and with their CT(I)U has meant that different approaches, standards and practices have been commonplace. Whilst there will remain a requirement to maintain the Force links and networks, the implementation of the SBR changes will help to align the various SB processes, enabling clearer flows of information between delivery levels. In places, this should see processes shortened, in others, they should become more simplified or standardised.

4.6 \*\*\*\*\*  
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## 5 ONGOING DELIVERY AND GOVERNANCE

- 5.1 This phase of the SBR has now come to a close. Detailed next steps for the programme have been outlined within a formal Next Steps paper, available on request. However, in summary, the responsibilities of the existing SB Review team (including the PwC element) will be absorbed by the NCTPHQ Portfolio Office going forward. NCTPHQ will therefore provide day to day oversight and assurance of implementation activities whilst also ensuring alignment with other national programmes such as DRR and Apollo.
- 5.2 Governance of the SBR will continue as during the most recent phase of work. I will continue to be the SRO for the work, with ACC Nicholson fulfilling the role of Programme Director. Reporting on progress will be gathered from regions by the NCTPHQ Portfolio Office and reported, through either ACC Nicholson or myself to a number of forums: NCTPHQ Change Portfolio Board, NPCC, APCC and (as necessary) CTPB.

## 6 SPONSORSHIP AND SUPPORT FROM CHIEF CONSTABLES AND PCCs

- 6.1 Sponsorship and support from PCCs, Chief Constables and other Chief Officers continues to be crucial to the successful delivery of this work. In order to ensure that the good work done across all regions is now not lost, I would ask in particular that all Chief Constables engage with this Review and be aware of the agreed changes to be implemented within their Force area and their region. I would also request that Chief Constables engage with their PCCs to ensure they are content with the agreed changes and next steps.

- 6.2 Further, in those regions that have agreed to implement significant changes to governance and operating models in the coming months, I would request Chief Constables to meet with their ACC representatives and Special Branches to fully understand and sign off both what and when changes will be implemented.

## **7 RECOMMENDATION**

- 7.1 This paper is for information only.

### **Francis Habgood**

Chief Constable  
Thames Valley Police  
SRO for Special Branch Review

# Special Branch Review National Summary

*November 2016*

Withheld in full S31 & S24

# Chief Constables' Council

## Review of Police Core Grant and 2017-18 Settlement

**25<sup>th</sup>/26<sup>th</sup> January 2017 /Agenda Item: x**

**Security classification: N/A**

**Disclosable under FOIA 2000: Yes**

**Author: David Thompson**

**Force/organisation: West Midlands Police**

**Date created: 21<sup>st</sup> December 2016**

**Coordination Committee: Finance**

**Portfolio:**

**Attachments @ paragraph: 2.3 and 4.1**

### **1. INTRODUCTION/PURPOSE**

- 1.1. This report is an update on the ongoing work by the Home Office review of the Police Core Grant and issues arising from the 2017-18 settlement.

### **2. BACKGROUND**

- 2.1. In January 2016 Chief Constable's Council received a paper on the aborted review of the core grant which outlined a proposed approach to any future reviews. The recommendations were as follows:

- It is for the Home Office to develop proposals on a funding formula.
- The NPCC encourages the Home Office to set design principles for the formula at the outset that are capable of demonstration of where government is focusing the allocation approach and how this is to be achieved.
- The NPCC encourages the Home Office and London stakeholders to develop a transparent process for addressing the unique demands of the capital through the NICC.
- The NPCC with other stakeholders should actively assist the Home Office to ensure the robustness of the process for determining the formula, impact assessing its results and transitional arrangements.
- The NPCC encourage the Home Office to include independent expertise in the review process as detailed by the Home Affairs Select Committee.
- The NPCC Finance Coordination Committee forms a technical working group on the formula. The group will seek to draw in support from the Performance Management Coordination Committee with its work on demand and the capabilities programme as well as a range of forces to reflect the diversity of issues.

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- The NPCC recognises that the Finance Coordination Committee Chair may require access to specialist capabilities to fully inform the position of forces and may seek future support from Chief Constables in finance or staff.
  - The Finance Coordination Committee Chair coordinates the NPCC work with the Association of Police and Crime Commissioners (APCC) and Police and Crime Commissioners Treasurers Society (PACCTS) to ensure shared views and approach to ensuring a wide range of views are represented.
  - The Finance Coordination Committee seeks to work with the College of Policing to identify areas where it can support the work.
  - The Finance Coordination Committee provides regular reports to Chief Constable's Council on the review.
- 2.2. The review of the Core Grant began in October 2016 and is intended to complete in February 2017 at which point options will be presented to the Police and Fire Minister. The intention is any proposed changes will then be opened to a public consultation with the present aspiration of adoption in 2018-19.
- 2.3. The Home Office has revised its approach from the 2015 review. In order to oversee the review it has established a Strategic Reference Group under the chair of the Director General for Crime and Policing Group and a Technical Reference Group, the latter under an independent chair. The membership of the groups was controlled by the Home Office with the intention of creating a wide spread of membership between Police and Crime Commissioners and Forces. The membership of the groups is as follows is at Appendix A.
- 2.4. In line with the agreed principles set by Chief Constable's Council in January there has been a high level of coordination with the APCC through the Police and Crime Commissioner of Nottinghamshire and the chair of PACTCS. One of the key areas that has been reinforced during the review has been the role of the group to offer critical review of proposals. The group does not exist, nor do members have a delegated authority, to agree to Home Office proposals and this has been consistently asserted.
- 2.5. The formula review has been built around a series of design principles, in line with the agreed NPCC approach of January 2016. These principles are: fairness, transparency, incentivise efficiency and effectiveness, alignment with relative expected risk and demands, stability, evidence-based, uses data which is already available, uses data which is robust.
- 2.6. The Home Office has also set a series of policy objectives they hope the review can achieve. These are to encourage efficiency, encourages upstream crime prevention, enables transformation and future proofing, is stable and predictable, avoids prolonged transition, and recognises local circumstances, including the ability to raise council tax.
- 2.7. The new core grant distribution mechanism (CGDM) needs to distribute funding according to the **expected** share of risk and demands on Police Force Areas based on a set of objective characteristics, and on the assumption that all forces are expected to be equally effective. In order to understand expected risk and demands, the review has explored the evidence that is currently available, taking into account conclusions from the academic literature, government data and risk demand studies from policing partners. The proposed approach to the formula is intended to establish "expected policing need" for forces it is important to emphasis this will not measure actual demand. This approach is not unusual in government and reflects the need to recognise variation in recording practice and to avoid perverse incentives.
- 2.8. Based upon the academic literature the Home Office has based the three principle components of the formula on:

- Population
- Socio-Economic characteristics of population in an area and
- Geographical/environmental characteristics which act as 'attractors' for crime and public order.

The Home Office carried out consultation with Chief Constables and Police and Crime Commissioners at an early stage of the review to identify suggested indicators. The Home Office with the advice of the Technical Reference Group are examining these and their own research to identify a base set of measures that have empirical evidence that they predict policing demand.

2.9. It is important to note that both reference groups have discussed new demands such as CSE, vulnerability, online crime and fraud to reflect a changing workload. There is however limited empirical data or reliable indicators that exist that indicate new predictors or that allow differentiation at a geographical level. Where specific drivers of expected need can be identified and police activity quantified this has been considered such as road traffic collisions.

2.10. In order to apply the model the Home Office is also assessing the relative costs and income capability of forces by:

- Assessing where and to what extent there is a differential cost in delivering policing.
- The local tax raising ability of forces, i.e. tax base.

2.11. Finally there will be a statistical model in order to apply and weight the different elements of the formula.

### **3. ISSUES FOR CONSIDERATION**

3.1. There are a number of issues Chief Constable's should be aware of:

- There has been a strong desire at all levels to draw out specific demands that should be reflected in the formula. If reliable, available indicators with a strong evidence base to help predict anticipated need and assist differentiation are available these have been examined. Work is still ongoing in this area and work by the College of Policing on vulnerability and demand has been drawn into the work.
- There has been a desire to understand more the division in police activity between crime and non-crime. In part this activity can be hard to disaggregate. Work has been carried out using old Activity Based Costing and Police Objective Analysis Data to help quantify areas of police activity.
- As indicators are selected there may be data sets chosen which seem unusual. Some indicators may be selected as proxy measures. For example the previous review bars per hectare can be used as a proxy for population concentration. There will be a need to create a strong narrative around indicator selection but it is anticipated a base number will be selected that provide the best predictors. Other indicators may be de-selected if they reinforce these measures.
- There are considerable gaps in information that would be desirable. Whilst there is good work ongoing on demand there is a limited empirical base to identify what drives non-crime related activity and an even weaker base to identify what activity it takes to deal with demand. This is important to consider for future Comprehensive Spending Reviews. Policing is allocated "top down" resources based upon historical spend and cannot yet comprehensively build a bottom up model to cost activity. The Finance Coordination Committee will begin consideration of how to approach CSR 2020(or earlier) in 2017 as there is a need to generate more information on police activity.
- The timeline for the programme is extremely challenging with considerable work required to achieve completion in February. It has been agreed that the formula will be shared with

exemplification at the conclusion of the work. There has been no discussion within the group at the time of this paper on transitional arrangements. The group is due to discuss the process for the National and International Capital City Grant (NICC) to secure transparency.

- 3.2 The outcome of the work programme is a report by the Director General Crime Policing and Fire Group to the Police and Fire Minister. It is not determined what the outcome of this review will be.

#### **4. 2017 /2018 SETTLEMENT**

- 4.1. Appendix B contains the PACCTS summary of the settlement.
- 4.2. In general the settlement reflected the anticipated arrangements with the exception of the treatment of the tax base. In 2016/17 an assumed tax base growth was built into Home Office assumptions of 0.5%. The reduction in grant coupled with the PCC maximum precept rise allowed all forces to have a flat cash settlement.
- 4.3. In the 2017/18 settlement the Home Office revised the previous precept forecasts for 2016-17 from 0.5% to 2% to reflect actual tax base increases and reduced the grant to reflect this. This grant reduction was applied uniformly across the service and did not reflect the local variation in this picture. The reduced grant was allocated to the Transformation Fund. This approach means 2015-16 would appear to be a baseline year for flat cash and the prospect of retrospective recalibration against actual tax base growth is an ongoing new risk. The assumed tax-base growth for 2017-18 is 0.5% again.
- 4.4. DCLG has set council tax referendum principles in line with 2016-17. A threshold of 2% has been set with additional flexibility, for ten forces with the lowest Band D precept, to increase by £5.
- 4.5. Work is ongoing with PACCTS to understand any changes in the assumptions and approach from 2016-17 and actual application across forces to inform an NPCC response to the consultation.

#### **5. RECOMMENDATIONS**

- 5.1. Chief Constable's note the progress on the Police Core Grant Review.
- 5.2. Chief Constable's note the observations on the 2017/18 settlement.

**Name:** Dave Thompson QPM  
**Title:** Chief Constable  
**Lead Area:** Finance Coordination Committee.

#### **APPENDIX A**

##### **SSG MEMBERSHIP**

Name	Organisation
Paul Lincoln	Director General, CPFG, Home Office (CHAIR)

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Sara Thornton	Chair, National Police Chiefs' Council
Vera Baird QC	Chair, APCC
Paddy Tipping	Chair of APCC Standing Group on Resources
David Lloyd	Deputy chair of APCC Standing Group on Resources
Arfon Jones	PCC, North Wales
Alison Hernandez	PCC, Devon and Cornwall
Sir Bernard Hogan-Howe	Commissioner, MPS
Rebecca Lawrence	Chief Executive, Mayor's Office for Policing and Crime
Mike Cunningham	Her Majesty's Inspector of Constabulary
Alex Marshall	Chief Executive of the College of Policing
Professor Richard Disney	Institute of Fiscal Studies
Sean Nolan	Director of Local Government and Policing, CIPFA
Richard Hornby	Director of Finance and Estates, Home Office
Ian Thompson	President, PCC Treasurers' Society
Ziggy MacDonald	Director, Finance and Strategy, CPFG, Home Office
Professor Tim Holt	Chair, Technical Working Group
Dave Thompson	Chief Constable, West Midlands and Chair of NPCC Finance Co-ordination Committee
Steve Finnigan	Chief Constable, Lancashire and Chair of NPCC Performance Management Co-ordination Committee
John Pullinger	UK National Statistician, Head of the Government Statistical Service (GSS) and executive responsibility for the ONS
Dave Jones	Chief Constable, North Yorkshire
Jeremy Graham	Chief Constable, Cumbria
Giles York	Chief Constable, Sussex
Steve Hickman	Home Office, Secretariat

#### TRG MEMBERSHIP

Name	Title / contribution
Professor Tim Holt (Chair)	Ex president of the Royal Statistical Society, former director of ONS

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Steve Hickman	HO policy
David Blunt	HO Chief Statistician and HO lead for Analytical Quality Assurance
Amanda White	HOS Chief Government Social Researcher
Professor Bernard Silverman	HO Chief Scientific Adviser
Marie Cruddas	Office for National Statistics. Methods expert.
Professor Peter Smith	Imperial College. Expert on funding formulae in health
Professor Shane Johnson	University College London. Expert on geography of crime, quantitative criminologist. Member of HO Science Advisory Committee
Tom Smith	Chief Executive, Oxford Consultants for Social Inclusion. Expert on indicator construction
Rachel Tuffin	College of Policing
Jon Martin	Programme Director – Efficiency, HMIC
Jenny Owens	PaCCTS Technical Team
Bill Wilkinson	Independent Advisor to PaCCTS and APCC
Julie Flint	Chief Finance Officer to Lincolnshire PCC
Phil Wells	Chief Finance Officer to Bedfordshire PCC
Geoff Petty	Chief Finance Officer to South Wales PCC
Dr Karen Melladrew	Lead analyst, Office of the Devon and Cornwall PCC
Ian Percival	Finance Director, Metropolitan Police
Nigel Brook	Assistant Chief Officer, Finance and Business Services, West Yorkshire Police
Terry Neaves	Chief Finance Officer, Derbyshire Police
Ian Rose	DCLG local government funding expert

## APPENDIX B

**Provisional 2017-18 Police Funding Settlement**  
**15 December 2016**

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## INTRODUCTION

The Provisional 2017-18 Police Finance Settlement was announced in a [written ministerial statement](#) by the Minister for Policing and the Fire Service Brandon Lewis MP on Thursday 15 December. Full details of the settlement can be found on the [Home Office pages](#) of the gov.uk website. The Welsh Government has also [published](#) their Provisional Settlement for Welsh PCCs.

The publication of the Draft 2017-18 Police Grant Report marks the start of the consultation spanning the Christmas period. The deadline for the submission is the 26<sup>th</sup> of January. As in previous years, the Technical Support Team will distribute a draft response as soon as possible to members for comment and to help support individual member authority submissions.

This briefing aims to provide a summary and analysis of the main announcements for members.

## BACKGROUND

On 25 November 2015, as part of the Spending Review the Chancellor announced that the local police budgets would be maintained at “current [2015-16] cash levels” – assuming that PCCs maximised their potential to raise funding through the precept.

Funding for the police service was not mentioned in the 2016 Autumn Statement.

The Home Office are using the GDP deflator as their measure of inflation. At the time of the 2016-17 settlement that was forecast to be 1.8% in 2017, the latest Economic and Fiscal outlook reduced that forecast to 1.3%. The Home Office have said that this reduced measure of inflation is unlikely to result in funding being reduced in cash terms.

## HEADLINES

Brandon Lewis’ statement announced a flat rate decrease in grant funding (Police Grant plus ex-DCLG Grant plus the Welsh funding and Welsh top-up) of -1.4% in cash terms (Annex A). The headlines from Home Office is that no PCC will face a cash reduction in their Formula Funding plus legacy council tax grants plus NICC plus precept income (as long as they maximise their precept). This protection applies to those who raise their council tax by the maximum possible (excluding referendums) amount for both 2016-17 and 2017-18. See Annex B for more.

As expected, and whilst the formula review is still underway, this settlement covers just one year and confirms the council tax referendum threshold of 2%. There is additional flexibility to increase the precept by £5 for the 10 forces (excluding City of London) with the lowest precept.

In 2017-18 the top-slices/reallocations total £812m, 42.0% higher than 2016-17 (£572m).

The value of the Transformation Fund has risen to £175m from £131.4m (including the innovation fund) in 2016-17 an increase of 33.2%. The £131.4m figure includes the Innovation fund from 2016-17 which was worth £55.0m.

Legacy Council Tax Funding is still separately identifiable and has stayed the same in cash terms since 2016-17 when the grant totalled £507.4m.

Police Capital grant has been reduced from £82m in 2016-17 to £77.2 in 2017-18. Of the £77.2, 45.9m (59.4%) is allocated for the Police Capital Grant. The rest is broken down as follows:

Police Capital	£m
Police Capital Grant	45.9
Special Grant Capital	1
Police Live Services	18.1
National Police Air Service	12.2

Funding for Welsh forces has increased from £136.8m in 2016-17 to £138.7m in 2017-18; equivalent to a 1.4% nominal increase, a 0.2% increase in real terms (using CPI of 1.2%).

### CORE FUNDING

The formula funding (ex DCLG), Police Grant, NICC, the Welsh government funding and Welsh top-up have been cut by a uniform 1.4%. The table in Annex A compares these figures for each force area.

The 2015 Spending Review announced that if precept was maximised and combined with central government funding then there should be a small cash increase for everyone. The TST have replicated the effect of precept maximisation (assuming a 0.5% increase in taxbase). The results can be found in Annex B.

### TOP-SLICES

The Minister's statement states that in 2017-18 the Home Office will only be making "reallocations" of £812m (see table below).

Top-Slice	2017-18
PFI	£73m
Police Technology Programmes (including ESN)	£417m
Arms length Bodies	£54m
Strengthening the Response to Organised Crime	£28m
Police transformation fund	£175m
Special Grant	£50m
Pre-Charge Bail	£15m
Total	<b>£812m</b>

The Police Technology Programmes include the ESN, the existing Airwave system, Home Office Biometrics and the National Law Enforcement database.

### TRANSFORMATION FUND

**\*\*This should not be confused with the *Service* Transformation Fund announced last week as part of a drive to tackle Violence against Women (see section below) \*\***

In recent months the Minister and Home Secretary have been speaking a lot about the benefits of transformation of services and collaboration so it comes as no surprise to see a growth in the value of the Transformation Fund.

The Transformation Fund was first set up in 2016-17 and was worth £76.4m. In 2017-18 that amount has risen to £175m but includes the innovation fund. Of the £175m, £32m will be going to firearms. The rest of the money will be available for bids.

More information on the bidding process will be announced soon.

### INNOVATION FUND

As expected, the Innovation Fund has not continued into 2017-18. Earlier bids which spanned multiple years will continue to be paid but there will be no new bids to the Innovation Fund. The original purpose of the fund has now be absorbed within the Transformation Fund and will primarily be dealt with through the Police Reform and Transformation Board (PRTB).

### COUNTER TERRORISM

Counter Terrorism funding is negotiated separately to the police settlement. So any increases here should not impact on the rest of the police settlement.

The 2015 Spending Review announced an additional £500m of funding by the end of this parliament for Counter Terrorism.

In 2016-17 allocations increased by £96m (up 13% to £640m). There was also £30m capital funding in 2016-17. In 2017-18 the funding has increased by a further £30m to £670m.

### **EMERGENCY SERVICES NETWORK (ESN)**

Emergency Services Mobile Communications Project (ESMCP) is the work programme delivering the Emergency Service Network (ESN); the replacement for Airwave. Said to be included within the 2016-17 settlement (although not separately identifiable) was the Police share of £1bn funding for ESN.

In 2016-17 ESN “core costs” worth £80m were top-sliced from the settlement and were also intended to fund the costs of control room upgrades. At the time of the 2016-17 settlement the indication was that these “core costs” were likely to increase significantly in 2017-18.

The ESN spending has been incorporated into the ‘Police Technology Programmes’. The ministerial statement suggests approximately £100m increased funding for the ESN.

PCCs will continue to be liable to pay for Airwave until the transition to ESN has occurred. During the transition, and once it is in place, PCCs will then need to pay local ESN cost, including data and connection charges, devices and installation as well as control room upgrades, supported by specific grants reallocated through the “core costs” top-slice.

### **COUNCIL TAX REFERENDUM PRINCIPLES**

The Department for Communities and Local Government has [published](#) the draft council tax referendum principles. As in previous years the referendum threshold has been set at 2% but there is additional flexibility for those forces with low precepts.

As in previous years the 10 forces with the lowest Band D precept (excluding the City of London) will be allowed to increase their precept by £5. In 2016-17 this list included Cheshire but in 2017-18 they are no longer in the bottom quartile and have been replaced by Hampshire. The additional £5 flexibility in 2017-18 represents increases equivalent to 3.12% to 5.36%.

<b>Force Area</b>	<b>What the additional £5 equates to</b>
Hampshire	3.12%
Greater Manchester	3.18%
South Yorkshire	3.26%
Kent	3.29%
Essex	3.29%
Sussex	3.36%
Hertfordshire	3.40%
West Yorkshire	3.43%
West Midlands	4.48%
Northumbria	5.36%

### **COUNCIL TAX LEGACY GRANTS**

The Council Tax Legacy Grants relating to Council Tax Freeze grants from 2011-12, 2013-14, 2014-15 and 2015-16 as well as Local Council Tax Support (LCTS) funding are still separately identifiable in 2017-18 (see Annex B).

### **CAPITAL FUNDING**

As mentioned above the Police Capital Grants have reduced from £120m (with £10m going to NPAS) to £82m in 2016-17 (with £16.5m going to NPAS) followed by a decrease of a further £4.8m to £77.2m for 2017-18 (£12.2 of which is going to NPAS).

The result is that non-NPAS Capital Grants have fallen by 41% since 2015-16. There has also been a further £1m and £18.1m earmarked for Special Grant Capital and Police Live Services, respectively. With this taken into account, there has been a drop of 86.7% with only £14.6m left for bidding since 2015-16.

Allocations for Capital Grants will not be published until the Final Settlement in February 2016.

Police Treasurers may like to note that the offer of capitalisation flexibility for service transformation projects is still on offer. Further information can be found on the DCLG website [here](#).

#### **NATIONAL AND INTERNATIONAL CAPITAL CITY (NICC) GRANT**

In 2016-17 the NICC grant for the City of London was £4.5m. In 2017-18 it remains at 4.5m

In 2016-17 the NICC grant for MOPAC (which used to be referred to as the Met special Payment) was £173.6m. In 2017-18 it remains at £173.6m.

#### **MINISTRY OF JUSTICE (MoJ) FUNDING**

The Technical Support Team is awaiting confirmation from the Ministry of Justice as to when Victims' Grant funding allocations will be made public.

#### **VIOLENCE AGAINST WOMEN AND GIRLS - SERVICE TRANSFORMATION FUND**

In March 2016 the Government [published](#) a programme of reform supported by an increase in funding of £80m. The intention is to ensure that every victim gets the help and support that they require, coupled with bringing more perpetrators to justice.

The £80m worth of funding has been pledged up to 2020. However, the majority of that funding is to go into other services such as national helplines, rape support centre and refuges. [The transformation funding](#) available for the Police to bid for is worth £15m from 2017 running until the end of the financial year of 2019 – 20.

A successful bid must contribute to the overall outcomes of the fund. There are three main criteria.

- Display collaborative leadership and partnership working
- Provide a service which would not otherwise have been provided without this funding (single purpose funding proposals for national helplines, rape support centres and refuges are therefore likely to be out of scope for this Fund)
- Show how they will incorporate monitoring and evaluation into their project.

As well as the criteria to support the governments overall objectives there is also an extensive list of eligibility criteria, more of which can be found [here](#). To apply for the funding use the [expression of interest page](#). The closing date for the first round of funding is 23 January.

# Chief Constables' Council

## Commercial Collaboration

25<sup>th</sup>/26<sup>th</sup> January 2017/Agenda Item: x

Security classification:	Official
Disclosable under FOIA 2000:	Yes
Author:	Lynda McMullan
Force/organisation:	MPS
Date created:	20 <sup>th</sup> December 2016
Coordination Committee:	Finance
Portfolio:	

### 1. PURPOSE

- 1.1. This paper updates the Chief Constables Council on the collaborative commercial activities being led by the Finance Co-ordinating Committee.
- 1.2. The Council is asked to note this work and advice on the future direction.

### 2. BACKGROUND

- 2.1. The 2025 Policing Visions sets out that “By 2025 police business support functions will be delivered in a more consistent manner to deliver efficiency and enhance interoperability across the police service”.
- 2.2. The Home Office has a Ministerial Target to deliver savings of £350m across all police forces from revenue and capital expenditure. It is believed that collaborative procurement of common goods and services could achieve savings of c£138m (c£50m savings identified so far). This requires £212m of additional savings to be found from shared services, estates rationalisation, ICT and capital expenditure though these opportunities have not yet been identified or quantified.
- 2.3. The NPCC delegated two key objectives to the Finance Co-ordinating Committee:  
Objective 5.5 – Forces fully engage with and support the Collaborative Law Enforcement Procurement (CLEP) Programme.  
Objective 5.7 – Develop a direction for the service on shared services and facilities.
- 2.4. The Finance Co-Ordinating Committee set their own workstreams to achieve these key objectives.  
Primary: Identify and deliver appropriate commercial strategies to help build competitive options for goods and services to support the Home Office ambition of saving £350million, specifically:  
Workstream 1 - Accelerate the delivery of CLEP savings (to achieve target of £138million).  
Workstream 2 - Develop a direction for shared services and facilities.  
Secondary: Identify and deliver an appropriate future procurement model to intensify strategic commercial opportunity and exploit limited resources to deliver maximised productivity, specifically:  
Workstream 3 – Generate key benchmarking and decision making data available to support forces in maximising their own and broader policing value for money.  
Workstream 4 - Design and build a future commercial organisational model enabling commercial capacity that has the collaboration, synergy and skills to deliver significant realisable benefits.

### 3. GOVERNANCE

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- 3.1. A new National Commercial Board (NCB) chaired by Lynda McMullan (MPS) is being established to replace the Strategic Police Procurement Board and to deliver the Finance Committee objectives and lead the transformation fund opportunity. The NCB will be supported by a number of programme boards and executives as shown in Appendix 1. The NCB will work with the Police Transformation Board through the Enabling Services strand to identify and exploit further commercial opportunities. However it is believed there should be further Ministerial engagement to discuss the £350m target from a commercial perspective as there is, in the view of national leads, a gap between the perceived figure and actual savings opportunities.

#### **4. CLEP (Primary Workstream 1)**

- 4.1. This workstream is being led by Simon Mulvey (Beds, Cambs & Herts) and is focussed on collaborative procurement of common goods and services. The initial work identified eight common categories and has delivered savings of c£50m against a target of £138m. The Council is asked to note the new strand of CLEP at Appendix 2 and the need for new leadership roles to support the new strands. To date a significant responsibility of delivering CLEP strands has fallen on a number of Chief Constables with delivery support from within forces. As the CLEP categories expand this is not sustainable and some new leadership will be needed within the service. The intention of the programme is to strengthen the network and collaboration across these areas.
- 4.2. Local Partnerships (LP) have been commissioned to review the CLEP programme, test the potential savings within the existing categories, define new opportunities and quantify the resources required to achieve the £138m target. LP have validated the target of c£140m and identified areas beyond the original eight categories for consideration. However they have noted that the programme lacks the shared direction and common set of priorities across all forces and that there are insufficient resources to deliver all the potential savings.
- 4.3. Work planned in the next 6 months includes reviewing the actions recommended by the LP report, developing more detailed business cases to incorporate latest opportunities, accelerating the work thorough the National Leads and selectively employing additional resources through transformation funding to target opportunities. Consideration is being given to establishing a PMO to provide a focus to the CLEP initiatives, and bringing in Crown Commercial Service (CCS) and other subject matter experts to exploit opportunities outside of the current programme.

#### **5. SHARED SERVICES (Primary Workstream 2)**

- 5.1. This Workstream is being led by Mark Gilmartin (Kent) and should be considering all opportunities for shared 'middle-office' (enabling / operational support) and 'back-office' (administrative) services.
- 5.2. Work so far has concentrated on developing the knowledge and management capability in shared services across different forces. Future work will be linked to the thinking by the Police and Reform Transformation Board (PRTB) and includes aligning strategic responsibility for Local and Specialist Policing services with those subgroups of the PRTB, and agreeing those services which are "enabling" or "back office" using the PRTB, NPCC and the NCB governance. From this national strategies for back-office and selected enabling services can be developed.
- 5.3. Enabling services could include such activities as a shared service for Firearms Licensing which could be relatively straight forward to establish and provide a 'quick-win'. The more traditional back-office shared services include finance, HR and transactional procurement such as those provided by Multi-Force Shared Services (MFSS) and Shared Services Connected Ltd (SSCL). Both of these are based on the same Oracle T-Police / PSOP platform but with a different commercial model and the take-up of these services by other forces is likely to occur organically.
- 5.4. An 'Amazon style' procurement portal is being investigated that could enable participating forces to share contracts and to buy goods and services at the best price available.

#### **6. BENCHMARKING (Secondary Workstream 3)**

- 6.1. This workstream is being led by Ed Harries (Dyfed Powys) and aims to ensure optimum value from c£2.9bn of spend on support services as highlighted by the HMIC VfM Profiles 2015/16. The workstream will seek direction from the PRTB to ensure alignment.
- 6.2. In addition to the existing work on recording spend data and utilising the data from the Home Office 'Basket of Goods', the Chartered Institute of Public Finance & Accounting have been appointed to undertake a benchmark analysis of administrative and support spend across all forces. Initial work aims to benchmark 'back-office' services such as finance, IT, HR and findings were due in January however eight forces have declined to submit data for the analysis. The Council is asked to encourage all forces to participate in this analysis.
- 6.3. It is planned to act on the findings of the CIPFA back-office benchmarking in Q1 17 and to consider widening the scope of the analysis to include middle office and similar common support services such as call handling, custody, and intelligence. It is intended to link this analysis to wider PRTB work though agreement will be required on who owns the strategy to exploit the findings.
- 6.4. The Finance Committee is also discussing the feasibility of a target of 15% of total spend for support services (HMIC VfM profile shows this was 22% in 2015/16) and the Council's guidance on this will be sought in due course.

## **7. COMMERCIAL MODELS (Secondary Workstream 4)**

- 7.1. This workstream is being led by Lee Tribe (HO) with Simon Wilson (MPS).
- 7.2. There has been work done by individual forces to develop commercial capability but this has not been coordinated nor shared. Initial discussions have been held on extending the central government 'improving commercial excellence' programme to policing for senior commercial staff but this is unlikely to be possible until 2018. It is therefore intended that preliminary work be undertaken in 2017 to build commercial skill and knowledge and thus to facilitate future commercial transformation.
- 7.3. There is significant duplication of commercial capability and activities between forces. It is thought that we should develop a 'lead buyer' model to inform a 'virtual' team structure as an emergent model and then to use this to develop the 'strategic blueprint' for commercial activities. Initial thinking is that this may evolve towards a regional commercial organisation (based on NPCC regions) with the existing procurement teams spending over £100m p.a. acting as anchor points but other models may emerge in due course.

## **8. ICT**

- 8.1. There is a need to seek clarification on the roles and responsibilities around ICT expenditure and the associated commercial strategy. Commodity ICT has been a combined responsibility of Police ICT Company (PICT) and CLEP. PICT have just instructed an external consultant to undertake an analysis of IT spend across all forces and work will be carried out to de-conflict this work.

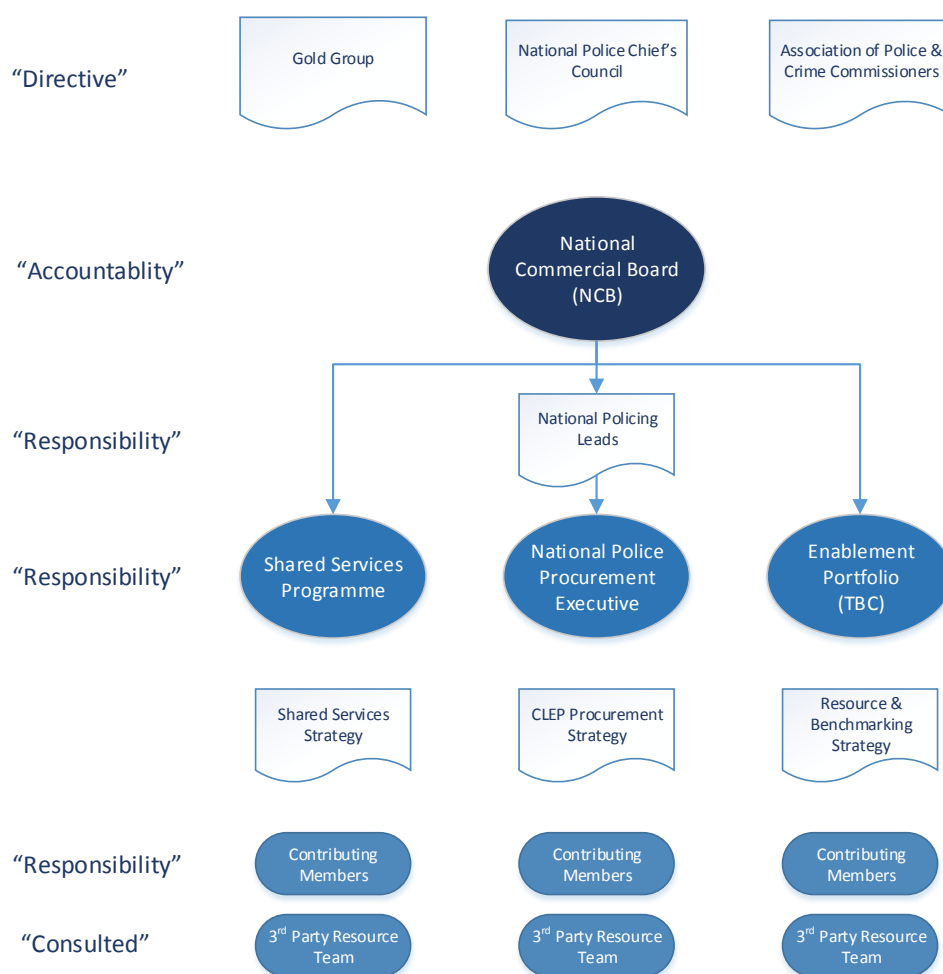
## **9. ACTIONS AND DECISIONS**

- 9.1. The Chief Constables Council is asked to pro-actively support the collaborative commercial approach being led by the Finance Co-ordinating Committee, and connected to the Enabling Strand of the Police Reform and Transformation Board, as described in this paper, and to:
  - 9.1.1. Note the revised Commercial Governance Structure and CLEP leads at Appendix 1 and 2.
  - 9.1.2. Support the advertisement of the new CLEP leadership roles.

**Name Dave Thompson QPM**  
**Title Chief Constable**  
**Lead Area Finance.**



## APPENDIX 1 – REVISED GOVERNANCE STRUCTURE



## APPENDIX 2 – CLEP LEADS

Category	Spend 15/16 (£millions)	National Lead	Delivery Arm
ICT	£667	PICT and CLEP led by Avon & Somerset	TBC (offer from South West)
Vehicle Management	£271	CLEP led by West Midlands	Yorkshire & Humber
Works - Construction	£317	CLEP led by Yorkshire & Humberside	MPS
Facilities & Management	£246	CLEP led by Yorkshire & Humberside	South West Region
Human Resources	£177	New CLEP category to be led by MPS	MPS
Financial Services	£175	TBC	TBC
Emergency Services	£104	CLEP Forensics led by West Midlands	Warwickshire & West Mercia
Environmental Services	£99	TBC	TBC
Utilities	£76	CLEP led by CCS	CCS
Uncategorised	£53	Work required to understand spend	TBC
Healthcare	£39	Held as this was to be mandated	NA
Business Process Outsource	£47	Will form part of Enablers work stream	NA
Legal Services	£43	National contract let by the MPS	MPS
Consultancy	£44	A new CCS framework available 1Q17	CCS
Clothing	£28	CLEP led by Leicestershire	Eastern (Norfolk & Suffolk)
Social Care Supply / Service	£31	Possible Opportunity to be defined	TBC

# **Chief Constables' Council**

## **Online Child Abuse Referrals**

**25/26 January 2017/Agenda Item: 4.3**

**Paper withheld in full. S23**

# **Chief Constables' Council**

## **25/26 January 2017**

### **Disclosure Portfolio**

**Police Delivery Model – DBS Enhanced Disclosure Certificates.**

**Paper withheld in full S36**



# Chief Constables' Council

## Update on the Joint International Policing Hub

### January 2017 /Agenda Item: x

Security classification: OFFICIAL

Disclosable under FOIA 2000: Yes

Author: CC Andy Marsh

Force/organisation: Avon & Somerset

Date created: 12/12/16

Coordination Committee: International

#### 1. HEADING E.G. INTRODUCTION/PURPOSE

- 1.1. To update Chiefs on the formal launch of the Joint International Policing Hub.

#### 2. BACKGROUND

- 2.1 Chief Constables' Council agreed the proposal to develop a Joint International Policing Hub (JIPH) at the October 2014 meeting.
- 2.2 Since then work has been ongoing to design and develop the JIPH.
- 2.3 The JIPH 'soft-launched' in November 2015 and has been concurrently operating and building systems and processes since then. It is co-located with the National Police Coordination Centre (NPoCC) and is currently funded by the Conflict, Stability & Security Fund (CSSF) via HMG's Stabilisation Unit. This funding mechanism restricts activity to fragile and conflict affected states (FCAS), aligned to National Security Council (NSC) priority countries.
- 2.4 The full launch of the JIPH has been delayed due to the requirement for cross-departmental agreement on the objectives that HMG is seeking to achieve through international policing. Continued negotiation in this regard has now led to the Home Office taking a lead on this work with the support of the Minister for Policing, the HO Permanent Secretary, the FCO Permanent Under-Secretary and others.
- 2.5 Paragraph 5.123 of the Strategic Defence & Security Review 2015 states that:

*We will increase cross-departmental security and justice assistance through the Conflict, Stability and Security Fund. In particular, we will help fragile countries to access the best of British legal, policing and security expertise, including through our new Joint International Policing Hub.*

- 2.6 The Hub will ensure that the UK has an international policing capability that is able to identify, prioritise, develop and deliver upon non-operational international policing requirements and requests in line with government priorities and according to need. It will provide coordination to UK non-operational policing activity, including its contribution to HMG's policy aspiration to tackle conflict, security and stability overseas. For the purposes of this paper, 'operational' can be considered to be that activity which primarily includes Protecting Life & Property, Preserving Order, Preventing the Commission of Offences and Bringing Offenders to Justice, including CT and Serious and Organised Crime. 'Non-operational' activity is that which does not cover these areas but which seeks to build the capacity of others to do so, whether by introducing and developing structures, providing training or advice, or through other means. It includes developing institutions,

the rule of law, protecting and promoting legitimate political authority and building an enabling environment for structural stability.

2.7 There is not always a clear divide between these two types of activity, with upstream capacity building overseas having become an increasingly important part of the UK's work to tackle terrorism and organised crime threats. So while the focus of the Hub is primarily on work which can be considered 'non-operational', it seeks to create links wherever possible to strengthen coherence.

2.8 The JIPH will:

- Draw on cooperation and contribution from government departments and units, police and law enforcement agencies from across the UK, providing a point of coordination for the first time to form the single gateway for domestic and global stakeholders to access UK international policing capability. It will also enable more effective joint working amongst partner members;
- Contribute to the development of effective, accountable and sustainable policing institutions, including developing the capacity of key multilateral organisations to respond to need effectively and demonstrate value for money;
- Provide a clear, focused UK offer to multilateral institutions in line with our priorities;
- Develop essential networks with key international bilateral and multilateral partners;
- Support HMG priorities on international policing and be supported to do so, using UK expertise to best effect;
- Ensure our international officers are trained to an agreed, consistent standard and improve the delivery of international training elsewhere;
- Capture learning systematically and, where appropriate, feed it in to international networks;
- Seek to realise other benefits for both HMG and UK Police such as opportunities for wider influence and an increase in trade links;
- In partnership with the Stabilisation Unit and others maintain a pool of selected, appropriately trained police officers and staff who are available to provide international assistance, including via a deployment. Selected individuals will be meaningfully employed by their host organisation when not internationally deployed without detriment to their careers. Chief Constables are asked to commit to release officers on the pool when required and reasonable to do so. The Home Office will in every case ensure terms and conditions are maintained. Officers and staff will be suitably developed throughout their time on the pool as part of a career pathway and Chiefs are asked to allow their release for reasonable development activity.

2.9 Safer, more secure countries and regions abroad have a direct impact on the national security of the UK. All activity coordinated by the JIPH will contribute towards building safer communities at home. It will also develop the leadership qualities of officers who engage internationally, to the benefit of their home force. And it will promote UK policing on the world stage.

2.10 All proposed non-operational international police assistance activity will be considered via the International Police Assistance Brief (IPAB) process which gives stakeholders the opportunity to comment upon all proposals, ensuring coordination, risk mitigation and overview. The IPAB process is administered by the JIPH and is at an advanced stage of being transferred onto a bespoke web-based platform.

2.11 Oversight and governance of the JIPH is provided by the International Coordination Committee (ICC). The ICC is chaired by the National Police Chiefs' Council lead for International Policing and comprises senior representation from all the contributing stakeholders, including but not limited to:

Foreign and Commonwealth Office, Home Office, Department for International Development, Stabilisation Unit, National Police Coordination Centre, College of Policing, \*\*\*\*\*S23, Police Scotland, Police Service of Northern Ireland, Counter-Terrorism Command, National Police Chiefs' Council, Metropolitan Police Service, British Transport Police, Ministry of Defence Police, Royal Military Police, British Transport Police

2.12 The JIPH's corporate identity is:



### **3. NEXT STEPS**

- 3.1 The JIPH will be formally launched on 21<sup>st</sup> March 2017. This will form part of the programme of a two-day international policing development event.
- 3.2 Held on 21-22 March 2017 at a location outside London yet to be confirmed, the event will comprise an afternoon, evening and morning during which domestic stakeholders from government, policing, law enforcement, academia, the private sector, think-tanks and international organisations will gather to develop creative ideas that will contribute to the design of the UK's approach to international policing.
- 3.3 The event will be one of a range of influencing factors to inform the activity that will take place over the next 1-5 years. It will also provide stakeholders with an opportunity to make solid connections and build new, sustainable working relationships.
- 3.4 An area for discussion is likely to be how funding can be secured outside of the Conflict, Stability & Security Fund in order to enable activity beyond fragile and conflict affected states to take place that will help to realise the many further benefits for UK policing that can be captured by undertaking international activity. Different options for this are being scoped, including via the private sector. However, any suggestions that Chiefs have will be welcomed.
- 3.5 The launch of the JIPH and the outcomes that result from the event will make a significant contribution to the UK's approach to international policing and will help to maintain what is an increasing momentum in this area.
- 3.6 Chiefs will be updated once the pending cross-departmental HMG objectives have been issued.

**Andy Marsh**  
**Chief Constable**  
**International Coordination Committee**

# Chief Constables' Council

## National Serious and Organised Crime Performance Assessment

25/26 January 2017/Agenda Item: x

Security classification:	Restricted
Disclosable under FOIA 2000:	No
Author:	CC Creedon and CC Finnigan
Force/organisation:	Derbyshire & Lancashire
Date created:	05/10/2016
Business Area:	Crime Operations
Portfolio:	Organised Crime
Attachments @ appendix A:	Performance Template

### 1. INTRODUCTION/PURPOSE

#### 1.1 Introduction: The Response to Organised Crime

Following discussion at the Home Office chaired Serious Organised Crime (SOC) Strategy Board (21/09/2015) it was agreed the quarterly collection of ROCU activity was improving the picture of impact and this needed to extend to forces. It was further agreed that collection of force data through the region, under the governance of regional heads of tasking, was the best way to get consistent and quality data into the emerging national picture and thereby provide assurance to Ministers of our collective efforts to tackle serious organised crime.

\*\*\*\*\*S23 The ability to examine performance and draw effective inference from common data has been useful in reporting at all levels including to Chief Officers, PCCs and to Ministers.

#### 1.2 Purpose of the Paper

This paper has been produced jointly by the Police Performance Management Coordination Committee and Crime Operations Coordination Committee to make a recommendation on how forces can assess the effectiveness of their response to the threats from organised crime.

### 2. BACKGROUND

#### Expanding the response assessment: Force data

ROCU reporting provides information on only a small proportion of the total police response to the threats from organised crime; England & Wales Forces own two thirds of the national total of OCGs. To improve the overall effectiveness of the SOC data collection, it is essential to extend the collection to force level and this work is led by CC Creedon.

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CC Creedon presented a paper in October 2015 to NPCC and obtained agreement to trial wider force collection of data in two regions, using a reduced data collection template during Q3 2015/16. The data template covered:

- OCGs assigned to the force (and at what priority);
- Event-based disruption;
- Operational outputs & outcomes (arrests and charges, seizures, Orders and Protected Persons).

A review of the pilot reported that on the whole, the forces found it beneficial to enable them to use a common language to review their own response to their local organised crime risk. It also helped the ROCUs understand the total response in their region and report that to regional tactical and strategic tasking.

### Consultation

Following the pilot, consultation was undertaken by members of the Performance Management Coordination Committee and some amendments to the collection template were made. Progress stalled however due to the unplanned change in ownership of the work on behalf of the Performance Coordination Committee.

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## 3. PROPOSAL

### Wider Rollout to Forces

To enable the police service to accurately assess their individual force and combined response to the organised crime threats, all forces within England & Wales need to collect and report data as identified during the pilot in a consistent way.

The performance assessment template at 'Appendix a' should be adopted by the NPCC as the formal method that forces use to help assess their effectiveness in mitigating organised crime risks. The National ROCU Programme team has provided the ROCUs with a roll-out package for them to deliver to forces including:

- PowerPoint presentation outlining the process and the benefits
- Template and template guidance
- Guidance for disruptions

This will ensure a consistent message will be delivered to all forces across England and Wales. ROCU will support their constituent forces in understanding the collection requirements however, forces will be responsible for collating the data required. This should be adopted from quarter 4, which means collection of data will start in January 2017 with the first report prepared in April 2017. Each force will report their data to the ROCU who collate for regional reporting at a regional tasking level and would then forward the data to the National ROCU Programme team. British Transport Police and the Met

will report directly into the National ROCU Program. The data is collated on behalf of NPCC for discussion at National Crime Operations Coordination Committee and circulation to the Home Office as required.

#### **4 CONCLUSION**

For the Police Service to effectively understand the challenges it faces from Organised Crime and for local forces to deliver efficient resourcing to the identified risks and threats within its communities then targeted assessment and analysis of qualitative data is essential.

#### **5 DECISIONS REQUIRED**

Recommendation 1: The collection of data is extended to all forces in England & Wales

- Using the reduced data template at Appendix A (**withheld in full S31 S23**);
- Reducing the 'in scope' organised crime groups to Tiers 1,2 & 3;
- Collection processes should start in Qtr 4 16/17 (January 2017).

NPCC Chiefs' Council is asked to support the recommendation above

**Name of Coordination Committee Head/Person Submitting:**

**Rank: CC Mick Creedon & CC Finnigan**

**Portfolio: Organised Crime & Performance Management**

# Title: UKPPS Business Case

**25<sup>th</sup>/26<sup>th</sup> January 2017 /Agenda item:**

<b>Security classification:</b>	OFFICIAL SENSITIVE
<b>Disclosable under FOIA 2000:</b>	No
<b>Author:</b>	Chief Constable Andy Cooke QPM, National Police Lead
<b>Force/organisation:</b>	Merseyside Police /UKPPS
<b>Date created:</b>	14/12/2016
<b>Portfolio:</b>	UKPPS
<b>Attachments @ paragraphs:</b>	None

Withheld in full S23.

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# Chief Constables' Council

## Title: Management of Registered Sexual Offenders

25 January 2017 /Agenda item:

Withheld in full S36

# Chief Constables' Council

## Title: Fraud – National, Regional & Local Structures

25 January 2017 /Agenda item: Regional

Security classification:	Restricted
Disclosable under FOIA 2000:	Yes / partial
Author:	National Economic Crime Secretariat
Force/organisation:	CoLP
Date created:	29 October 2016
Coordination Committee:	Crime
Portfolio:	Economic Crime
Attachments @ paragraphs:	One – Appendix One – Roles & Responsibilities

### 1. INTRODUCTION/PURPOSE

This paper outlines and seeks agreement by the National Police Chiefs' Council (NPCC) building on the existing City of London Police – \*\*\*\*\*S23 approach to tackling private sector fraud against, individuals, and corporate victims<sup>3</sup>. (UK Policing / \*\*\* S23/ SFO responsibility)

This paper details the police / law enforcement (LE) response. It is recognised that there are other agencies who also investigate other types of fraud including HMRC, DWP, Regulatory Bodies and Trading Standards etc. These are not in scope here.

Public sector fraud<sup>4</sup> is investigated and led by HMRC.

Over the course of 2016 a series of workshops and consultation with fraud leads at national and regional levels including MPS Falcon, ROCU leads, CoLP, \*\*\*S23 as well as the Serious Fraud Office (SFO), has resulted in the development of a series of recommendations and next steps for implementation. This paper was given consideration and subject to discussion at the NPCC Crime Operations Coordinating Committee on the 2<sup>nd</sup> November 2016 and approved.

This paper provides a briefing and seeks decisions on these proposals, specifically:

- Roles and responsibilities at local, regional and national level for fraud investigation and response
- A tasking process that complements and enhances the existing tasking and referrals to Forces / LE / Agencies from the City of London Police in its capacity as National Lead Force

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<sup>3</sup> Where the victim is a person or a business

<sup>4</sup> Where the victim is government / state / local authority ( Tax revenue funds)

## 2. BACKGROUND

The NPCC-\*\*\*S23 approach to tackling fraud against the private sector, as described in the National Strategic Assessment and National Control Strategy, seeks to deliver the law enforcement objectives to protect the public from serious and organised fraud and make the UK a safe and secure place to do business. The approach targets four key areas:

- Responding to reported fraud by individuals, businesses and corporates.
- Pursuing UK associated individuals and groups
- Pursuing international individuals and groups
- Protecting and preventing fraud

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In delivering an effective 4P response, further work is nonetheless required to join and further enhance the delivery across international, national, regional and local levels, particularly in light of the growing threat from fraud and the increasing number of victims. The 2016 Crime Survey For England and Wales estimates that there were 3.8 million victims of fraud, plus a further 2 million computer misuse offences. (This does not include business victims)

**The City of London Police (CoLP)** has been the National Police Lead for Economic Crime (fraud & financial crime) since 2007. In 2013 it was given wider responsibility by the Home Office for delivering and hosting the National Fraud & Cyber Crime Reporting Centre (Action Fraud) together with assessment of intelligence and information, networks and building crime packages and referrals to policing for localised policing response. CoLP has a unique national responsibility, operational insight and breadth of partnership required to deliver and improve police performance and service delivery to victims and other stakeholders. In particular its core functions are:

- Setting the national strategy and governance for the policing response to fraud based upon comprehensive understanding of the national picture including the threat and identification of opportunities for improvement.
- Coordination and delivery of the national operational police response to fraud; a cradle to grave approach including crime reporting & analysis, crime allocation and local crime referrals.
- An integrated performance management regime based upon national coordination and best practice, analysis, improvement and consistency setting.
- Linking into the Economic Crime Academy to standardise the national response to fraud and deliver accredited training,
- Leading the most complex and significant fraud investigations affecting UK Victims, through the National Lead Force fraud investigation teams.
- Delivering the Industry / Government / Corporation of London funded units programme for bespoke operational activity around particular threats (Intellectual Property, Insurance, Card and Payment fraud crime)

**The current response to fraud is:**

Scale - Volume Fraud response:

CoLP is the National Lead Force and responsible for the national reporting and referrals mechanism. All reported fraud against private sector individual victims is recorded within AF and those that

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present viable lines of enquiry are developed, assessed and referred to Forces on an offender based investigation process. Many frauds are multiple victim crimes often spread across the UK. In effect a national tasking process for volume fraud. More complex national / trans-national / international fraud reports are allocated to the specialist national fraud teams within CoLP.

The current response by forces is variable across the country and is dependent on local capability, capacity and locally set priorities. Fraud is a component of the serious & organised crime part of the Strategic Policing Requirement (SPR)

### Regional Fraud Response

The capability to conduct fraud investigations at a regional level varies from region to region; however, regional fraud teams are a part of the nine core functions and each ROCU should have this capability. Under the current process Forces can refer investigations that are complex and cross Force boundaries to their ROCU. In practice this rarely occurs.

### National/International Response

CoLP in its National Lead Force capacity conducts national and internationally significant investigations. Current operational work load sits at approx 800 live national operations with losses above £500m. National and local outcomes are reported through the Economic Crime Board and national coordination process.

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The SFO both investigates and prosecutes serious or complex cases that require the multi-disciplinary approach and legislative powers available to the SFO, particularly where the criminality undermines the commercial or financial interests of the UK and the City of London. Colp & the SFO cross refer mutual cases and work where necessary on joint bespoke investigations requiring a mix police /SFO capability. The SFO primarily focuses on the top tier of serious fraud and corruption cases, including foreign bribery by UK corporates and their employees. The SFO also pursues criminals for the financial benefit they have made from their crimes.

### **The Challenge**

The current process is effective in identifying and disseminating viable volume fraud investigations. At present, Force case acceptance criteria for disseminated fraud and the response to locally reported fraud is inconsistent, as is the ability to engage regional support. The roles and responsibilities above are not always widely understood.

Further work is required to join up and formalise the response across national, regional and local levels in relation to:

- Roles and responsibilities at local, regional and national level;
- National tasking for fraud;
- The use of ROCU, CoLP, SFO and \*\*\*S23 resources as a nationally networked resource.



### 3. PROPOSAL

#### 3.1 Roles and responsibilities

The multijurisdictional and complex nature of fraud and the significant number of agencies involved in the response make it critical to establish clear roles and responsibilities across LE. Clarity over roles would, i) assist in the response to victims, ii) provide support to CoLP when referring crime reports and, iii) support the effective implementation of national tasking arrangements.

A proposal on roles and responsibilities is provided at **Annex A**. In summary:

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- The SFO will assess and provide a first response to cases of serious or complex fraud reported to it and investigate and prosecute those cases that require the multi-disciplinary approach and legislative powers available to the SFO.
- City of London Police as currently, will set the strategy, direction and coordinate the national policing response to fraud, lead nationally significant investigations and provide specialist tactical advice to ROCUs and force led activity. It will deliver national fraud, protect and victims strategies on behalf of and in support of national, regional and local policing. It will provide access to training from the Economic Crime Academy to improve national consistency in fraud investigation through accredited training to ensure APP can be achieved.
- Regional Organised Crime Units will through their dedicated fraud capability, conduct investigations against significant Organised Crime Groups (OCGs) impacting their region, and deliver regional prevent protect campaigns.
- Forces will (as currently) respond to CoLP referrals and local calls for service, and work in partnership with local agencies to reduce offending and support victims. They will lead and coordinate operations at a local level and support the development of the national intelligence picture.

#### 3.2 National tasking for fraud

Under current National Intelligence Model (NIM) arrangements Force tasking for all crime must take into account:

- The complexity and technical sophistication of the response required;
- Capacity and capability; and
- The requirement for Chief Constables to deliver against both PCC/force-level objectives and national priorities.

At present, the tasking process specifically relating to fraud is defined by the CoLP referrals process together with local calls for service and

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\*\*\*\*\*S23 The ROCUs generally only undertake fraud investigations that they identify.

The challenge in relation to fraud investigations is:

1. The capacity and capability within forces to respond to the demands placed upon them;
2. The ability for forces to achieve support where the investigation becomes too big or multi-jurisdictional.

3. The non-geographic threat vector which is sometimes contrary to a localised police response model

The force capability and capacity to support disseminated investigations and calls for service is a matter that can only be addressed by PCCs and Chief Officers locally. However, there are options in relation to how national tasking in relation to fraud, is structured.

### **Tasking process - Options**

#### Option one – As Existing:

Fraud cases requiring assets and resources are submitted through local tasking processes.

Regionally forces are encouraged to seek help from their ROCU.

#### Option two – formalise the national requirements as set out in this paper for regional tasking in relation to fraud and roles and responsibilities

A process for fraud that complements the existing NIM model is created.

With this approach, ROCUs will formalise a local tasking process for each region and will in turn report regionally into a national policing fraud tasking process managed on behalf of NPCC by CoLP, delivered by the existing ECP portfolio responsibilities.

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Option two is assessed by all those involved in the consultation and drafting of this paper to be the preferred option and was supported at NCOCC.

### **3.4 Force capacity Planning**

It is also recognised that further work is required on capacity planning specifically at Force level. The NPCC City Police owned Economic Crime Portfolio is currently examining the varying local force policies relating to case acceptance for disseminated fraud investigations. Case acceptance remains inconsistent across the UK and the CoLP is working with Forces to understand this and provide guidance on a more effective framework.

Fraud like many non-geographic crimes continues to be under reported, with the Office for National Statistics assessments providing only approximations on the level of crime impacting on the UK. The City of London Police's Local Force Profiles describe the fraud threat at local level and provide advice and assistance to Forces in developing a response to fraud and cyber enabled crime. Further work is required at force level to accurately assess the predicted future threat level and capacity required to respond. This is being considered as part of a Home Office / CoLP joint working group chaired by Director General OSCT to develop a plan to improve the overall localised response.

## **4. CONCLUSION**

- 4.1 This paper has sought to bring further clarity and define roles and responsibilities for law enforcement partners at national, regional and local levels in the response to private sector fraud against or committed by individuals and corporate.
- 4.2 By defining roles and responsibilities and agreeing a national and regional tasking process, it is anticipated that law enforcement will be better able to protect the public and the fraud threat. This approach ensures Policing will be better prepared to respond to the growing fraud threat.

**5. DECISIONS REQUIRED**

- **Roles & Responsibility** - That CCC agrees and formalises the responsibility across Law Enforcement to enable a clear and shared understanding of roles.
- **Fraud National Tasking** - That CCC agrees to the preferred national tasking model (Option 2)

- 6. Submitted: Commissioner City of London Police – Economic Crime Portfolio (Commander Greany – National Police Coordinator)**  
**Crime Operations Coordinating Committee**

Annex A withheld in full S2



# Chief Constables' Council

## Football Related Non-recent Child Sexual Abuse - Update

Security classification: Official Sensitive

Disclosable under FOIA 2000: Yes

Author: Richard Fewkes - National Coordinator Operation Hydrant

Force/organisation: Norfolk Constabulary

Date created: 3<sup>rd</sup> January 2017

Coordination Committee: Crime Operations

Portfolio: Child Protection and Abuse Investigation

Attachments @ paragraph:

### 1. PURPOSE

- 1.1. The purpose of this paper is to update Chief Officers about the surge in reporting of non-recent child sexual abuse in football and to provide information about the scale and action that has been taken to co-ordinate a national response.

### 2. BACKGROUND

- 2.1. Following allegations made by the former professional footballer \*\*\*\*\*S40, relating to the sexual abuse he suffered as a child at the hands of a football coach, and the subsequent media attention this attracted, an unprecedented number of victims and witnesses came forward wanting to give their account. In response to these events the Football Association commissioned the NSPCC to launch a dedicated hotline to deal with the many hundreds of people wanting to report their abuse or give information. This went live on the evening of Wednesday 23rd November 2016. The response was on a scale larger than that experienced following the revelations about Jimmy Savile. Many hundreds of calls were made to the NSPCC hotline, which were matched by direct reports made to the police and other organisations.
- 2.2. By the 31<sup>st</sup> January 2016 around 900 new reports had been made. Referrals are still being received although these have reduced significantly over the Christmas period. Early analysis indicates that these involve 162 named suspects. Victims are predominantly male (97.5%) between the age of 4 years and 20 years. 214 football clubs from the highest level of the game to those at the grass roots level are involved. At its height, over 70 referrals a day were being made to Operation Hydrant by the NSPCC alone. Between January and October 2016 an average of 100 referrals a month were made to Operation Hydrant. In the four-week period following the launch of the NSPCC hotline over 800 referrals were made. The demand on policing has been significant. Other victim and survivor groups have reported a similar increase in demand for their services.
- 2.3. Whilst all police forces have been impacted, the majority have been able to respond within their existing resource establishments. A number of forces, however, have experienced exceptional demand - in particular Cheshire Constabulary, Greater Manchester Police, Cambridgeshire Constabulary and Hampshire Constabulary being most affected. These forces are dealing with a number of high profile and prolific suspects and have committed significant additional resource to support their investigations.

### 3. NATIONAL COORDINATION

- 3.1. Operation Hydrant continues to undertake its national analysis and deconfliction role, recently prioritising those referrals that relate to the football world. Many overlaps have emerged and cross border offending is a significant feature for a number of high profile suspects. Early analysis, as expected, identified the suspect \*\*\*\*\*S40 as being the most prevalent in terms of volume of referrals and these involve a significant number of forces. A handful of other suspects generated a large percentage of referrals, albeit not to the same scale. Support continues to be provided to those forces most affected.

- 3.2. Operation Hydrant are working closely with the Football Association to ensure their response is supportive of policing and meets the needs of forces. The Association has been very positive and pro-active in its response, but at the same time recognises the importance of doing this in a way that does not compromise local safeguarding practices and on-going investigations. Operation Hydrant has been working closely with the Association and advising on their safeguarding response, how they can best create capacity in support services through the charity Sporting Chance and how they can best manage their internal review without compromising criminal investigations.

3.3. \*\*\*\*\*  
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- 3.4. Operation Hydrant's National Co-ordinator has met with Clive Sheldon QC, who is heading up the Football Association's own review, to agree a process to ensure that any information it identifies that may be of a criminal nature is referred appropriately to policing and that his own work does not compromise the integrity of any police investigation. An agreed Memorandum of Understanding will be circulated to Forces when this is finalised.
- 3.5. The service, as expected, received many media requests about this issue. In the main these related to the provision of statistics around numbers of victims, clubs involved etc. This placed significant demand on Operation Hydrant resources and all police forces. A weekly statement was issued by Operation Hydrant detailing this information, which saw a reduction in demand for information from the media. The requirement for this to continue in the New Year is being reviewed. NPCC FOI CRU continue to provide national advice in consultation with Operation Hydrant around all non-recent child sexual abuse FOI requests to ensure the service response is consistent.
- 3.6. Operation Hydrant's Strategic Communications Manager, together with the NPCC Media and Communication Team, will continue to advise forces on the national position and provide lines for forces and SIOs to use in their own media releases. An agreement has also been made with the Football Association and the NSPCC to coordinate media messaging where this is appropriate. This has proved extremely effective so far and the narrative in the media has been entirely consistent. An approach that has generated public confidence in policing and encourages other victims to come forward. It is imperative that this continues.
- 3.7. The Crown Prosecution Service have indicated their desire to be involved in the provision of early investigative advice in these cases. This is a sensible approach and will help to shape an SIO's investigative strategy. The CPS will have a seat at any coordination meeting to help achieve this. Operation Hydrant are in regular contact with the Director's Office to ensure these arrangements are effective and to raise any issues that are of relevance nationally.

#### 4. CONCLUSION

- 4.1. The initial response by the police service in relation to football related child sexual abuse allegations has been very positive; particularly considering the scale of reporting exceeded that experienced following the Savile revelations. Operation Hydrant was uniquely positioned to coordinate reporting of allegations, share intelligence, guide and advises forces and coordinate other agencies on behalf of the service. It will continue to provide forces with support and advice and work closely with the Football Association to maintain a coordinated approach.

#### 5. DECISIONS REQUIRED

- 5.1. None. Chief Officers are asked to note the content of the report.

**Simon Bailey QPM**  
**Chief Constable**  
**Child Protection and Abuse Investigation**



# Chief Constables' Council

## Title: Update on progress being made within the ERSOU Undercover Online Pilot.

Seeking colleagues support for uplift in UCOL Capacity

25/26 January 2017/Agenda Item: Regional

Security classification: Restricted/Official Sensitive

Disclosable under FOIA 2000: Yes

Author: CC Simon Bailey

Force/organisation: Norfolk Constabulary

Date created: 23<sup>rd</sup> December 2016

Coordination Committee: Crime

Portfolio: Violence & Public Protection Portfolio

### 1. INTRODUCTION/PURPOSE

- 1.1. The aim of this paper is to update colleagues on progress being made with the Eastern Region Serious Organised Crime Unit (ERSOU) UCOL pilot.
- 1.2. In addition the paper outlines proposals for a re-submission of a Police Transformation Funding (PTF) to uplift nationally capacity and capability to adequately address serious online criminality in all areas of vulnerability.
- 1.3. Agreement is sought from Chief Officers to support the PTF bid to secure funding to expand specialist capability to remaining Regional Organised Crime Units (ROCU) across England and Wales over the remaining three years of the Comprehensive Spending Review (CSR).
- 1.4. The bid is accompanied by rigorous academic assessment and development of several work streams in collaboration with the **\*\*\*\*\*S23**, University of Birmingham, University of Liverpool and Sheffield Hallam University.

### 2. BACKGROUND

- 2.1. In 2014 Her Majesties Inspectorate of Constabulary (HMIC) published a review of Undercover Policing that identified regions and forces were not adequately addressing the rise in criminality online.
- 2.2. Chief Constable Simon Bailey, NPCC Lead for Violence and Public Protection and Child Protection and Abuse Investigation, authored the paper 'Utilising Undercover Online Assets to Combat Online Grooming'.
- 2.3. The paper outlined a plan to address this threat and in June 2016 a successful PTF bid established a pilot site within the Eastern Region (ERSOU). The pilot undercover (UC) online CSE unit brings together open source researchers, intelligence operatives and case builders under the management of a dedicated senior investigating officer (SIO) and deputy.
- 2.4. Early indications (outcomes and case studies) from the ERSOU pilot have highlighted that there is a need for an immediate uplift in capacity as the threat is present now and there is a requirement to broaden and develop a consistent and coordinated capability to tackle online criminality and protect the vulnerable.
- 2.5. Examples cited by ERSOU within months of the pilot commencing (below) clearly highlight the need for uplift in capacity of UCOL. Since the commencement of the pilot there have been 18 young people safeguarded and 16 arrests for a variety of CSE related offences.

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- 2.6. There is little doubt from commissioned academic assessment and the early findings of the pilot that the police's capacity to deal with offenders is outweighed by the sheer scale and prevalence of online offending.
- 2.7. Academic assessment of the prevalence and cost of online sexual exploitation and abuse has highlighted a difference between UK based online only offending of \*\*\*\*\*S31 compared to more traditional offline investigations costing \*\*\*\*\*S31
- 2.8. There are clear benefits in expanding and uplifting capacity in this area to address the threat posed, protect the vulnerable (Case Studies) and further efficiency savings.
- 2.9. The NPCC and \*\*\*S23 are working collaboratively with academics to research and analyse the typology of CSE and vulnerability online. This collaborative arrangement enables the development of strategic and tactical threat assessment to inform strategic resource allocation and tactical coordination.

### 3. PROPOSAL

- 3.1. The pilot in the Eastern region has, for the first time brought a level of de-confliction and coordination to the police wide deployment of UCOLs and has highlighted that coordination of this work across the ROCU network is impaired due to the range of threats faced and the different funding arrangements in place.
- 3.2. On the evidence base highlighted by the ERSOU pilot, it is proposed to re-submit an application to the PTF in January 2017 to support the uplift in resources required to build adequate capacity within ROCU's across England and Wales to address the outlined threat.
- 3.3. The proposed model creates standardisation across England and Wales under Accredited Undercover Units. The teams will develop intelligence and evidence packages to support safeguarding procedures, assist serious and organised crime investigators and local public protection units as well as providing best evidence in prosecutions.

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- 3.5. The bid will look for funding over a 3 year period and takes account of the existing funding in place for the ERSOU pilot. Uplift in funding of ERSOU is calculated for years 2 and 3 only.
- 3.6. The total cost for the PTF is outlined in the table below and includes an independent project academic evaluation:

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#### 4. CONCLUSION

- 4.1. This bid has been formulated following the initial outcomes and case studies highlighted from the ERSOU pilot and the academic assessment of prevalence and cost of online offending for CSE commissioned by CC Bailey.
- 4.2. The bid links directly to the Specialist Capabilities, Digital Policing and Business Enablers emerging areas within the Policing Vision 2025. The additional capacity will enable the ROCUs to become proficient in the policing response to cyber-enabled, cyber-dependent and digital criminality. It will allow for increased partnership working between force safeguarding units and specialist capability undercover online policing.
- 4.3. The implementation of a successful PTF bid will see significant benefits including reducing the threat, risk and harm to children from predatory offenders, identification of suspects otherwise unknown to police, support to local safeguarding teams and efficiency savings for the police service.
- 4.4. The impact of sexual abuse on a victim cannot be quantified; the impacts are known to be severe and enduring.
- 4.5. For the purposes of this analysis, a proxy value can be obtained in the form of 'The Economic and Social Cost of Crime against Individuals and Households 2003/04'. These costs include the physical and emotional impact on victims and costs to the Criminal Justice System.
- 4.6. Based on current performance information, it is likely that the network could prevent the rape of over 180 children and prevent the serious sexual assault of over 400 more children. Using the Minnesota study outlined above, this would see savings in excess of £37m in year 2 of the bid and likely to increase in years three and four due to an uplift in UCOLs. These projected savings are based on *overall* criminal justice savings.
- 4.7. This doesn't evidence sufficiently well the emotional cost on a victim and how the work of the staff in this capability will protect the vulnerable members of our community from serious harm and a lifetime of emotional stress.

4.8. \*\*\*\*\*  
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#### 5. DECISIONS REQUIRED

- 5.1. That Chief Officers support a re-submission of the ROCU UCOL bid to be taken to the January 2017 Police Transformation Fund Board.

**Name: Simon Bailey**

**Title: Chief Constable**

**Lead Area: Violence and Public Protection; Child Protection & Abuse Investigation**

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# Chief Constables' Council

## Troubled Families Programme

Security classification:

Disclosable under FOIA 2000:

Author: DCC Simon Nickless

Force/organisation: Cleveland

Date created: 19/12/16

Coordination Committee: Local Policing

Portfolio: Troubled Families

Attachments @ paragraph:

### 1. Introduction - Troubled Families Programme

- 1.1. In line with the NPCC plan and Vision for 2025, I have the responsibility of mainstreaming Troubled Families within Policing. As you will appreciate, the Troubled Families Programme is based upon a collaborative approach led by the DCLG, who we have worked closely with. The DCLG have now developed a toolkit termed the Maturity Model designed to assist organisations involved with Troubled Families in assessing their progress.

### 2. DCLG Maturity Model

- 2.1. The Maturity Model sets out a number of key enablers that cover the family experience, leadership, strategy, workforce development, delivery structures and processes, and culture against four levels, early, developing, maturing and mature. To assist this there are a number of descriptors that help identify where a particular agency may be but also, and more importantly, where the collective approach is at.
- 2.2. At this time there have been a number of pilot areas that have used the model, and have found great value in developing what could be termed a common recognised picture and identifying priority actions to take forward. Within the NPCC Working Group we have been actively engaged in the development of the model as we see it as the right approach to establish joint approaches around families with complex needs. I believe that it also has the potential to develop conversations and action around more fundamental collaborative working.

### 3. Recommendation

- 3.1. DCLG are now rolling out the model within local authorities in addition to a performance system that amongst other things identifies local progress against national prevalence rates. I am acutely aware that across 43 forces and 150 local authorities, inclusive of the many variations that boundary alignment throws up, I cannot recommend a single approach and I do not believe that this would be beneficial. The examples of developing practice, whilst reflecting the enablers I have described, are a result of local understanding, collaborative leadership and all the additional factors that tailor approaches to need.
- 3.2. Having said that, I would recommend that you encourage the use of the Maturity Model within your Force's and partner organisations as a way of assessing your own approach and a useful aide for conversations with your local Chief Executives. Peer review forms a large part of the Model and Peer Support Champions are available from area's that have already tested the Maturity Model and can provide advice and support as well as challenging traditional thinking.

Simon Nickless

Deputy Chief Constable

National Lead for Troubled Families

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# **EARLY HELP SERVICE TRANSFORMATION MATURITY MODEL:**

**A Practical Guide and Toolkit for  
local authorities and their partners  
delivering the Troubled Families  
Programme**



## Foreword

From the inception of the Troubled Families Programme in 2012, we had a clear ambition that the programme would drive more effective delivery of early help and support to the most complex families in a joined up and coherent way, working across local services. When we launched the new Troubled Families Programme last year, we made transformation of local services an even clearer objective as this is the best way that we will secure sustainable, high quality services for families after the programme ends in 2020. The question was not only how do we achieve this end, but how can we afford not to?

The new Troubled Families Programme, running from 2015-2020, funded from central government and delivered in partnership with 150 upper tier local authorities across England, is about getting to grips with the complex and debilitating problems that troubled families have – helping them get their kids back to school, tackling violence in the home, supporting them through health problems and placing parents on a pathway to work. But it is also about driving through a transformation in the way public services are delivered. The programme encourages services to work in a new way for families with multiple problems, taking an integrated, whole family approach. Not looking at individuals or individual problems, but at the family as an entity – with overlapping and connected problems and histories.

The knock-on effect of working in this way is to reduce demand for costly reactive services.

For example, identifying the underlying and interconnected problems of a family means not only ensuring a truanting child is supported to get back to school but that their mother gets the right support for her mental health problems so the children are no longer worried about leaving her alone at home. Providing effective support to a family early means that a family might see a GP, not turn up repeatedly in A&E; that parenting support is put in place before a child becomes at risk of being placed in local authority care; and that a mental health problem might be identified and treated before crisis point and before a parent feels they can no longer hold down their job, which in turn will have a major impact on the children.

Transforming services means there should no longer be a host of unconnected services and professionals circling a family with their own assessments, thresholds, appointments and measures. The Troubled Families Programme provides local authorities with a dedicated Service Transformation Grant and this should be used to ensure that they and their partners join up services around families and better integrate what they offer and how they deliver.

In a time of significant cost pressures on local authorities and their partners, we cannot afford not to take an integrated approach to how we work with the most complex, and costly, families and in doing so manage future demand.

Throughout the delivery of the Troubled Families Programme so far we have talked about the importance of this 'service transformation' but perhaps have been guilty of not having articulated a clear enough description of what we mean and examples of where we see it working well. This is why we have developed this Early Help Service Transformation Model and Toolkit, capturing the principles that underpin meaningful system and cultural change in clear and accessible language. The model and toolkit supports local areas to assess how they are performing in transforming their services working across all partners and helps areas to consider what more can be achieved.

We are putting a new Peer Challenge Network in place so that local areas can challenge each other on the assessments they have made. The new network will make sure that the service transformation assessments are fair and robust and it will give peers an opportunity to share expertise with each other. In setting up this new peer review approach, we have learned from the Institute for Government's recent research on the best way to help people involved in integrating public services locally to share experiences and learn from one another to improve outcomes on the ground. The model and toolkit have been tested and refined by colleagues in local government, other Government Departments, the police and other partners, for which I am very grateful. However, we do not intend this to be a 'final product'. If the toolkit and model are a success then it should mean they are updated, revised and improved regularly as we learn more from each other.

Two final things: We know that this is not easy. People charged with delivering and managing services, and the budgets that resource them, are under pressure so asking for increased integration and partnership working can be difficult. It can be a time when people understandably want to retreat into their own way of working in their own organisation. I hope this model will be a way to counteract that by showing the bigger picture of what can be achieved. I also recognise that central government may preach partnership working but we ourselves are sometimes not as joined up as we ought to be. I can only say that we are listening and we are trying to deliver on what you tell us you need.

**Joe Tuke**

Director, Troubled Families Programme

Department for Communities and Local Government

## THE MODEL AND TOOLKIT WILL....

- *Help local areas identify what stage they are at in the transformation of their early intervention and support services for complex families.*
- *Capture the principles that underpin meaningful system and cultural change, as well as reflecting the family's experiences of services.*
- *Help make a strong case for transformation across all local partners.*
- *Promote principles of wider service transformation and integration in the long term – for example, integrated approaches to tackle youth offending, respond to domestic violence and improve adult social care provision.*

*Provide a framework for periodic review of progress and help drive continuous improvement towards service transformation goals.*

## EXECUTIVE SUMMARY

The new Troubled Families Programme is working to achieve significant and sustained progress with up to 400,000 families with multiple, high-cost problems by 2020. This is backed by over £900m of central government investment. The new programme is working with families who have a wide range of problems: worklessness and financial exclusion, poor school attendance and attainment, mental and physical health problems, crime and anti-social behaviour, domestic violence and abuse and children who need help, including children with Special Educational Needs and Children In Need.

The programme will help to reduce demand and dependency of these complex families on costly reactive public services and will deliver better value for the taxpayer. A dedicated key worker considers the problems of a family as a whole – they organise services to grip the family's problems, and works with the family in a persistent and assertive way towards an agreed improvement plan.

As part of this, there is enormous scope to transform how public services work with families who place a disproportionate burden on services. This 'service transformation' should ensure that an integrated, whole family approach to early intervention with families is the norm by the time the programme comes to an end in 2020.

This model and the toolkit answer a need that has been identified by local authorities: to clearly explain what we mean by service transformation, with measurable indicators of progress that can be easily monitored.

Service transformation is such a vital part of the Troubled Families Programme that we will want to ensure that every area is using this model and toolkit to make robust assessments of how they are doing and plans for what they need to strive towards. This will be picked up

in the dialogue areas have with the Troubled Families National team including through visits and spot checks.

Local authorities and their partners, geographical characteristics, prevalence of family problems, systems, governance and leadership are inherently different from place to place. So this model and toolkit has been designed so it can be adapted to meet local circumstances.

## **How the model has been developed**

### **Evidence base**

The Early Help Service Transformation Maturity Model draws upon a number of existing models that have been developed to measure public service transformation. In particular, it draws upon the approach used to benchmark local areas deployed by the previous Government's Public Service Transformation Network, and the Early Intervention Foundation's maturity matrix<sup>5</sup>.

The maturity model also incorporates best practice on improving local public services from the Institute for Government (IfG) and the Local Government Association (LGA). Their recommendations have informed our approach, in particular on the importance of peer challenge and support as a tool for improvement<sup>6</sup>, supporting learning between areas to improve outcomes and the importance of transparency around standards in service provision.<sup>7</sup>

### **Consultation with local areas and national partners**

Not only did many local authorities make the case that guidance and advice on service transformation should be developed, they and their partners have played an important role in developing the model. We have worked extensively with them to refine the model so it can be as effective as possible in practice.

We have sought feedback on the model from local authority chief executives and received written and verbal feedback from over 50 areas. We also discussed the model at Troubled Families Programme regional meetings and at workshops with Troubled Families Co-ordinators (TFCs).

Additionally, a number of local areas volunteered to 'champion' test the maturity model over summer 2016. This involved:

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<sup>5</sup> <http://www.eif.org.uk/publication/early-intervention-maturity-matrix/>

<sup>6</sup> See the evaluation conducted by Cardiff Business School in 2014 which endorsed the value of LGA's peer challenge programme, <http://www.local.gov.uk/peer-challenge>

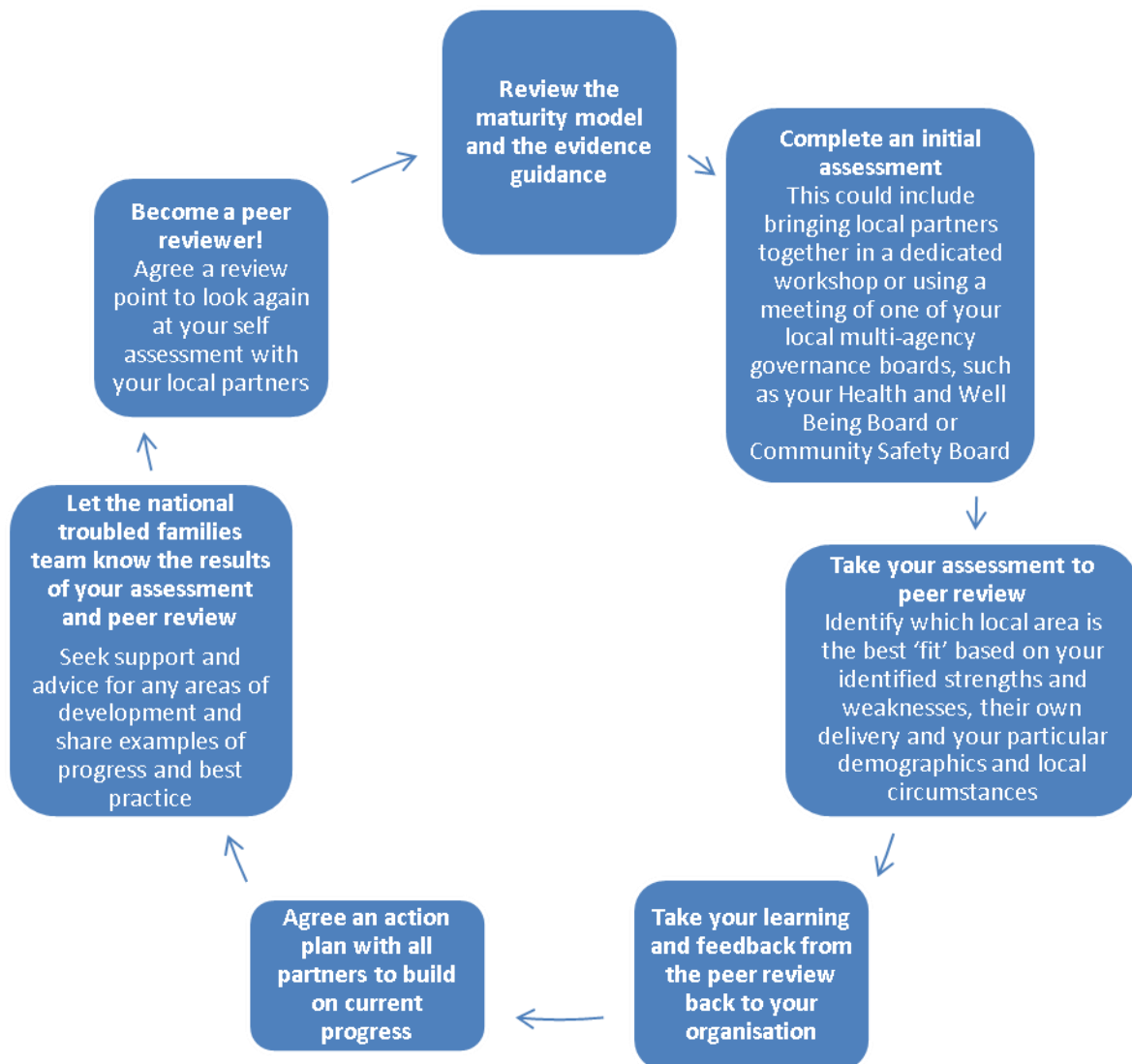
<sup>7</sup> See IfG report on Local Public Service Reform: <http://www.instituteforgovernment.org.uk/publications/local-public-service-reform> and IfG's Failing Well report: <http://www.instituteforgovernment.org.uk/publications/failing-well>

- talking to families about their experience of services
- looking in detail at local evidence sources
- conducting a desktop exercise to test a particular strand of the model
- developing ways to capture and score feedback locally
- seeking views of frontline practitioners at multi agency forums
- talking to local partners about the model at strategic steering groups and network structures and at regional meetings
- using the model to capture “next steps” for local service transformation

The National Police Chiefs’ Council’s (NPCC) Troubled Families Group has been closely involved in the development of the model, led by Deputy Chief Constable Simon Nickless.

We have shared this model with the Cabinet Office, HM Treasury, Home Office, Department for Education, Department for Health, Ministry of Justice and the Department for Work and Pensions and across other teams in the Department for Communities and Local Government. Their engagement and feedback will help us develop a shared language to discuss public service transformation and an agreed set of principles across government.

## Using the Early Help Service Transformation Maturity Model



## ASSESSING MATURITY: A PRACTICAL GUIDE FOR LOCAL AREAS

The Early Help Maturity Model is designed to enable local areas to assess the maturity of public service transformation in early intervention and support for complex families. It is a practical tool to help local areas evidence and assess their performance against six strands:

- The family experience of transformed services
- Leadership
- Strategy
- Culture
- Workforce Development
- Delivery structures and processes

Each local area will have unique set of circumstances and what each area can achieve by 2020 will differ. The model will help track your progress and to set out what is achievable within a timescale that is realistic, while at the same time giving a clear picture of the aspirations for both families and services. The model should inform local transformation plans and discussions with local partners. It is not an inspection tool.

### Making a robust assessment

The model is designed for local authorities to make a robust assessment of their local area's service transformation maturity, before it is then subject to a peer review process. The model is designed to be completed in conjunction with your local partners – particularly the police, schools, housing and health service – bringing together evidence sources and talking to frontline staff and families as well as with senior strategic partners, service providers and elected members.

In addition to key teams usually based within the council such as youth offending, children and adults social care, community safety, education and public health, we would expect the following **core partners** to be involved in the completion of the model in every local area, with additional partners added based on local circumstances:

- the police – including representatives from the Police and Crime Commissioner's Office as well as the Chief Constable
- Job Centre Plus district manager and Troubled Families Employment Adviser (TFEA)
- the chief officer of the Clinical Commissioning Group (or equivalent)
- schools
- social housing providers
- the Mayor (if applicable)
- community rehabilitation providers
- leading voluntary sector providers

As the local authority receives a dedicated Service Transformation Grant from DCLG to drive service transformation, the local authority is responsible for ensuring that the assessment is rigorous and that the national Troubled Families Programme team is kept updated on the completion of the model (see section on the role of the national team below). However, we would expect all partners to co-complete and jointly own the assessment.

## **Peer review**

The initial Maturity Model assessment informs the next step, which is a peer review. This is a vital stage of your assessment as it enables you to robustly test your findings with representatives from another area or partnership. Peer review is a key part of the completion of the maturity assessment as it offers:

- support and challenge from peers who are delivering the programme in another area
- the opportunity to compare and contrast evidence sources and data systems
- the chance to learn about different approaches that have worked well in other local areas and share lessons learned about what could have gone better

From the group of areas that have tested the draft Maturity Model, a number have volunteered to become early 'Peer Support Champions'. These Peer Support Champions are willing to pair up with an area who requires a peer review. The early Peer Support Champions are from a range of local authority areas across the country; large, small, two-tier, London boroughs, counties, unitary authorities and metropolitan boroughs. They also encompass a diverse range of models and are all at different stages of the transformation process. The Police Troubled Families Network through the NPCC will become Police Peer Support Champions, to support local areas and forces in the peer assessment and review process.

When you are ready to be matched with a Peer Support Champion please contact the [National Troubled Families team](#). They will be able to suggest a range of appropriate peer reviewers after a discussion about your specific requirements.

We encourage local areas to volunteer to become Peer Support Champions once they have completed their assessment and have been peer reviewed. We are also looking for Peer Support Champions from local partners, such as policing, health service and schools. Peer reviews will be led by a small cross-service team from a local area, visiting another area where they engage with partners from a range of services.

The national team will produce separate guidance about best practice for peer reviews following pilots in early 2017.

## **The role of the national Troubled Families team**

Service transformation is a core element of the national Troubled Families Programme. The rationale for extending the first programme was to achieve sustainable service transformation in local areas, to manage demand, reduce cost and ensure more effective



interventions were offered to families in the long term. The importance of this is reflected in the annual Service Transformation Grant expressly given to each local authority for this purpose. Although ultimate responsibility for delivering the objectives of the programme rests with the local authority, the national Troubled Families team needs to know how central government investment is being used locally and whether the programme is delivering its service transformation objective. That is why we are placing an emphasis on an assessment to be made by local areas and for that assessment to be subject to review and challenge.

Regular conversations will help the national team understand where local areas assess themselves to be, track progress and identify the strengths of a local programme as well as areas that may need improvement and further support. The national team will also broker the matching of Peer Support Champions.

The national team expect each local area to:

- complete an initial -assessment as set out in this toolkit
- agree overall scoring with all local partners (ie whether the area is early, developing, maturing or mature for each of the strands of the model)
- confirm the initial assessment using appropriate local governance arrangements for example, Police and Community Safety Partnerships or Health and Wellbeing Boards
- subject this assessment to a peer review
- update the national team each time the assessment is updated – we would advise areas to update their assessment at least annually

## **Scoring and evidence**

The Maturity Model gives local areas options for rating or ‘scoring’ their journey to maturity. The intention is that these scores help local areas to measure their progress and benchmark themselves with other local areas.

This toolkit sets out a number of features under each strand of the model that an area should be able to evidence in order to be assessed as ‘early’, ‘developing’, ‘maturing’ or ‘mature’. A local area should be able to evidence all of the features under each strand in order to assess themselves as being at that stage.

We recognise that many areas will consider themselves at either the ‘early’ or ‘developing’ stage. This is not in itself an issue for concern. The point of the model is to get an honest and shared understanding of a starting point so that significant and measurable progress can be made over the course of the programme.

The toolkit provides examples of a range of potential local evidence sources or measures that areas can draw from for each strand of the model, as well as national evidence sources that can be used (see Annex 1 for details of national sources). Where possible, we have linked examples of different evidence sources to the specific elements within each strand of the model. The examples given are not meant to be prescriptive or exhaustive, but we do expect local areas to consider the range and quality of the evidence they use for their initial

assessment and peer review, including a mixture of qualitative and quantitative data where possible. It is important that areas give themselves an assessment against each strand.

### **A partnership approach to completing the model**

An important part of completing an assessment using this Maturity Model should be a deeper shared understanding across partners of the principles that underpin integrated family working and integrated local service delivery and transformation more broadly.

We have already seen evidence of this in the local areas that volunteered to start testing the model with their partners in different ways. The NPCC has led the way amongst partners in its endorsement of the model and their intention is to promote the use of the model to assess neighbourhood policing approaches to early intervention.

### **Top Tips from Cheshire West and Chester Council**

Cheshire West and Chester volunteered to champion test the maturity model. Working together with local partners, the TFC completed a detailed assessment of evidence available locally to support their completion of the model. Based on this experience, they have compiled the following list of top tips which other areas may find helpful.

- 1. Be honest with yourself** – when completing your assessment ask yourself: ‘do I have the evidence to back this up?’
- 2. Be clear about your range of evidence** – make sure you have a range of quantitative and qualitative evidence sources to back-up your assessment.
- 3. Have a local champion** – make sure someone locally is driving this forward.
- 4. Get the right people engaged and participating** – make sure you have the right partners to support your assessment process and be flexible in pursuing different ways to get a wide range of people participating at all grades.
- 5. Challenge yourself** – you and your partners should be free to challenge each other to make sure the assessment is honest and robust.
- 6. Let the model drive your ambition** – use your honest assessment to drive forward the commitment of partners to further work.
- 7. Seize the opportunities** – do not be afraid of using the tool to put the spotlight on problems and weaknesses as it will enable the partnership to take action where its needed

**Utilise your national Troubled Families network** – work with the national team, other local areas at regional meetings and with your Troubled Families network to learn from their experiences and source examples of good practice; don't reinvent the wheel.

## **USING THE MATURITY MODEL STRAND-BY-STRAND**

The Maturity Model can be used flexibly to fit local circumstances but the following provides more detail about each strand of the model and how it can be measured and evidenced. We have also provided good practice examples from the local areas who volunteered to test the model.

### **1. The Family Experience of Transformed Services**

The family strand of the model looks at the real change for families that can be achieved through transformed services. It describes the experience of a family at different stages of a local area's journey towards integrated, family-focussed, outcome-based working.

To assess the maturity of the impact of services for a family, we recommend local areas use evidence sources that capture the following:

- The extent to which services are integrated around families – and having one person focusing on the family rather than several (one worker).
- A recognition from services that individuals are operating in the context of a family and so need to be dealt with as such (one family).
- Clarity of focus across all relevant services on what the family needs to change and a common endeavour around families (one plan).

To do this, local areas should consider looking at information which gives a picture of:

- the number of interactions a family experiences and the different agencies involved during an intervention
- the approach of the family keyworker or lead worker – ie whether or not the family benefitted from the 'family intervention' approach
- the number and quality of different assessments a family has to go through and whether these assessments took a whole family approach
- what access the family has to evidence-based specialist interventions, and how these are sequenced to provide the right support at the right time
- the extent to which there is a clear focus on outcomes for the family
- the resilience of the family post-intervention

**Case example: Leicestershire**

Leicestershire wanted to test the family experience of transformed services. They were keen to find out how local families from across the county felt about the service they had received just after their keyworker or lead worker had stopped working with them. Leicestershire's local authority team devised a simple questionnaire to get the views of families who had experienced support from a keyworker as well as those families that received less intensive support from a lead worker at a local children's centre.

#### **Leicestershire Families Day questions:**

- Was it clear to you from the beginning who your main worker was?
- Was your support plan easy for you to understand?
- Were you involved in the plan and did you set any goals?
- What other services are you using now to support you and your family?
- Did your plan involve getting back to work?
- Have you started working with any other people/services since your case was closed and how did you find them?
- Do you feel confident that you can maintain the positive changes you made with your support worker?
- How are you feeling about your/ your families' future?

Leicestershire were keen to get the views of a range of families, not just the 'usual suspects' who might regularly contribute to feedback. They hosted a family 'pop up fun day' at a local adventure park. They arranged transport for families, enlisted the support of a local supermarket to provide a free lunch, and put on a range of activities and information sessions during the day. Families were then encouraged to complete questionnaires.

Leicestershire have used the information gathered from this questionnaire as part of their evidence bundle to assess the family experience strand of the model.

***"I had a support worker and together we made a plan on what we were going to do, I started to attend groups and met new people my support worker helped me to think about going back to work and the courses I could do to help me do that. I now feel much more confident and have made friends I don't feel like I am on my own anymore." – Leicestershire Family***

#### **Local evidence used for the families experience strand could include:**

- Plans for families including actions that have been signed-off and agreed by the family
- Focus groups, surveys and interviews with families
- Case audits, casework reviews and dip sampling of case records
- Case closure feedback from families
- Feedback and measures of impact from keyworker attendees on training programmes
- Partner and TFEA feedback
- Evidence of significant and sustained progress for payment by results claims
- Families' involvement in service reviews

- Local family evaluations commissioned by the local authority or partners, this could include use of a specific 'Families Perception Tool' or similar

#### **Evidence of family working practice that has a focus on the 'family intervention factors':**

- A dedicated worker for each family
- A focus on what is happening for the family as a whole
- Provision of practical, hands-on support
- An assertive and challenging approach
- An agreed family plan and common purpose among partners

## **2. Leadership**

The leadership strand of the model looks at evidence of a common purpose across senior leaders to lead, design and deliver services that best meet local needs for families with complex problems.

Leadership is about 'who' is leading transformation locally – a visible commitment to a shared cross-service vision to achieve sustainable outcomes for families, to transform services, to understand and manage future demand and meet the particular needs found in specific localities.

To assess the maturity of the leadership strand, we recommend that local areas provide evidence of:

- a clear focus on services that best meet local need
- a visible commitment from leaders across partners to outcome-focussed, whole family working, which may include collaborative commissioning processes and shared or pooled budget arrangements
- an understanding of demand management, using evidence and analysis to anticipate and manage future demand locally
- an appreciation of links to wider local and national transformation programmes, including adult social care and health integration and reform of children's services

### **Case example: Bath and North East Somerset**

Bath and North East Somerset decided to test the leadership strand of the model. They brought together senior partners from the local authority, Avon and Somerset police, Children's Health, Sirona Health Care, CAMHS, Curo and Knightstone Social Housing providers in the area, Department for Work and Pensions and voluntary sector representatives for an initial scoping meeting to think through examples of evidence to demonstrate a common purpose and a shared focus on services to meet local need as a starting point for this discussion.

They talked through examples of where committed local leadership has led to innovative change to practice. For example, Curo Housing have trained all of their repair operatives visiting families in their home to identify and report situations of concern via a 'concern card' reporting system directly in to their early help service; problems that might not have otherwise been picked up.

They identified a strong commitment to common purpose, with the active support of the local authority chief executive (requesting regular reports on the progress of the Troubled Families Programme locally), an active and well-supported programme board, a clear publicised vision statement with values adopted by all partners, an early help divisional plan and process map, and developing shared commissioning specifications among children, young people and family services amongst their evidence.

They recognised they still have some way to go to implement a shared commissioning framework for families, and identified a need to improve the focus on outcomes for families across early help services that are consistent and can be evidenced. However, they are making good progress.

**Local evidence used for the leadership strand could include:**

- Events with partner agencies (senior leaders) targeted at driving the Troubled Families approach within their service
- A key strategic group acting as governance board for Troubled Families, all partners are engaging and actively contributing (with clear decisions and actions from meetings, joint projects, multi-agency action plans being monitored)
- Named specified roles and responsibilities for different parts of the Troubled Families strategy across local services
- Leaders articulating the same Troubled Families vision and their organisation's role in delivering it (demonstrated in meetings, events, surveys, interviews)
- Customer journey mapping, process mapping, output and outcome improvements which show that structures are delivering effectively and are continuously reviewed and improved
- Research into the impact of local collaborative projects
- Delivery of a range of services that are jointly commissioned, with a clear and well publicised joint commissioning strategy
- Services that have been co-commissioned with service users
- Local and/or regional strategic governance that brings together wider transformation programmes

### **3. Strategy**

The strategy strand measures progress on the journey to transformation in early intervention and support for complex families by looking at a local area's broader strategic priorities and, within that, where the commitment to transform support for complex families is positioned.

To assess the maturity of the strategy strand we recommend that there is evidence of clear strategic commitments by all local partners to:

- deliver integrated family-focussed, outcome-based services
- commission services based on sound evidence of what works, working collaboratively with partners and service users on service design and delivery
- prioritise and commission services that manage future demand using data to measure and forecast demand on services
- use cost benefit analysis to understand the effectiveness of local services and act on the results

#### **Case example: Hampshire**

Hampshire embarked on testing the strategy strand of the model. It is a large county with a broad geographical spread, so bringing partners together from distant locations was a challenge and it was important to ensure district representatives could be involved.

Hampshire decided to start their testing by undertaking a desktop assessment, then presented their summary of evidence sources across their partnerships. The evidence sources used to assess where they placed themselves in the strategy strand included: the stated commitment to family working in their strategic plans, alignment of Troubled Families focussed work with both their early years and early help service at county level, and consideration of how much commitment there is to whole family working across partners in the districts.

Hampshire Troubled Families Team decided to present a summary of their initial assessment in a 'one page' executive summary format, together with an initial RAG (red, amber, green) rating of their maturity, plus a next steps plan to be agreed with partners. In an interactive event with partners, Hampshire removed their own RAG assessment and asked the representatives to rate each of the strands of the model using an electronic voting system. This meant that instant scores could be shared with the audience; interestingly the ratings largely mirrored Hampshire Troubled Families Team's own desktop assessment carried out prior to the event (see Annex 3 for more information).

### **Local evidence used for the strategy strand could include:**

- Strategies and plans that robustly set out the Troubled Families and early intervention approach across all local agencies with clear links to demand management
- Early intervention referenced in multiple strategies across partnership, with actions that can be cross-referenced across all action plans
- Services commissioned specifically to meet needs identified through strategic assessments – demonstrated in contract specifications and criteria
- Joint commissioning posts and funding streams
- Inspection regimes highlight commissioning practice as a key area of strength
- Strong culture of integrated commissioning across local partnership (local authorities, health partners, CCGs, voluntary and community sector) underpinned by strong evidence base and cost benefit analysis
- Strong and coherent links across local, regional and national transformation programmes

#### **4. Culture**

The culture strand looks at how local areas are developing a shared vision for early intervention and support for families with complex needs. It looks at how a shared vision can be evidenced through all tiers of staff, by elected members and across partners, and how this shared vision is communicated to the community.

To assess the maturity of the culture strand local areas should look for evidence that:

- the principles that underpin meaningful system and cultural change are communicated clearly across partners and to the community in a way that is accessible and meaningful
- staff are taking personal responsibility and ownership to ensure they work across boundaries to support families effectively

#### **Case example: Norfolk**

Several areas have started to think about how they can engage their partners in making an assessment of transformation maturity, to identify strengths in the delivery of their programme but also the shared culture that underpins their work.

Norfolk held a service transformation workshop with staff from Children's Services, Adult Services, the police, probation, youth offending, local housing partners, District Council community teams, health visiting teams, representatives from the Voluntary and Community Sector and their TFEA to talk through the culture and workforce development strands of the model.



In 2015, Norfolk redesigned their services to offer a comprehensive early help approach to deliver services to vulnerable families. The session on the culture strand of the service transformation model was therefore a great opportunity to understand how those changes felt from a partner perspective and also what those changes meant for their collective vision of their local Troubled Families Programme and what further work is needed to embed this across Norfolk. The initial reaction from attendees was that it was hard to pin down which category the area fell into, pointing out that activities were taking place that came under the developing, maturing and mature stages. However, following a more detailed review of the evidence, it became clearer.

With their assessments made, attendees moved on to agreeing the actions they thought needed to undertake individually, collectively or through their relative organisations to move them to the next stage.

**Local evidence used for the culture strand could include:**

- A clearly communicated shared vision, evidenced by clear and accessible communications with families and the local community
- Shared values and vision driven by senior leaders – for example at multi-agency governance boards – who sign up to the principle of working differently with families with complex needs
- Staff across all agencies championing whole family working (eg through events, workshops, partner meetings, ‘temperature checks’ with staff across grades)
- Evidence of cultural change with partners demonstrated by a commitment to integrate services and tested through families’ experiences of the service they receive.

## **5. Workforce Development**

The workforce development strand focusses on the skills and capability of the workforce to deliver transformed services, and how they are incentivised to do so.

To assess the maturity of the workforce development strand areas should look for evidence that frontline staff have:

- a clear understanding of the principles of family working (family intervention factors) – a focus on a whole family assessment and family plan and an understanding of the impact of their work
- access to the right training at the right time
- the ability to use sound evidence-based, outcome-focussed practice and learning from their own experience as well as from peers

Areas should also look for evidence of:

- staff being supported by appropriate organisational structures with sound governance arrangements alongside supervision arrangements, performance monitoring and promotion opportunities
- cross-partner workforce training plans and commitment to shared resources, while at the same time having a clear recognition of different cultures across partners

### **Case example: The Core Cities Management Skills Framework and Whole Family Worker programme**

The Core Cities<sup>[1]</sup> Group of Troubled Families Co-ordinators started discussing their respective workforce development requirements in early 2015. It was clear that, whilst a good deal of training was taking place across the country, there was a need for a consistent approach to training and developing family key work managers across agencies. As family working spread across partners and as services transformed, this gap was becoming more apparent.

A Workforce Development Group was established with leads from each Core City. The group designed, developed and delivered a workforce development programme, piloted in Newcastle and Sheffield in Spring 2016, which centred on the relationship between managers and whole family workers, specifically:

- creating the right conditions, conversations, and behaviours for working with families, in teams, and with partners
- providing creative solutions to learning and development, including providing training, consultancy, and enabling the workforce to take ownership of their development
- identifying and influencing workforce behaviour change needed across partners in order to transform services
- developing self-awareness, resilience and knowledge of interventions and practices that work for families

The evaluation from these pilots has been positive, finding that managers felt empowered with skills and knowledge that's having a direct impact on their work with their teams and the families their teams are supporting.

The core cities workforce development group is now looking to make this training available to all areas within their regional groups. For more information please contact the [National Troubled Families team](#).

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<sup>[1]</sup> Core Cities is a single local authority voice to promote the role of major cities in driving economic growth and the case for city devolution. They represent the councils of England's eight largest city economies outside London along with Glasgow and Cardiff.

**Local evidence used for the workforce development strand could include:**

- Local staff survey evidence
- Performance appraisals
- Recruitment and retention standards set (including attrition rates)
- Training needs assessments and skills audits
- Practitioners describing how coordinated working happens in practise (eg in surveys, face-to-face discussions)
- Shared recruitment and opportunities across partners

**Training and development specific evidence sources:**

- Multi-agency training offered to practitioners in different services
- Use of evidence-based or accredited training programmes with robust workforce development plans in place which include partners and managers
- Feedback and measures of impact from attendees on training programmes
- Pooled budgets for training and development across services

**Keyworker/frontline view of services:**

- Evidence of robust induction, regular supervision and appraisal
- Mandatory training for each job grade (ie a family case worker mandatory requirement list)
- Monthly performance management information on caseloads and outcome measures
- Individual training needs analysis completed and linked to appraisal and monitored through supervision

**6. Delivery Structures and Processes**

The delivery structures and processes strand looks at evidence of the integration of teams across disciplines and organisations, delivering consistent evidence-based interventions and using shared information, assessment, prioritisation, and case management systems.

To assess the maturity of the delivery structures and processes strand, areas should look for evidence of:

- a clear commitment by partners to deliver integrated working structures with sound evidence based practice in place
- shared ambitions for outcomes for families, using the local Troubled Families Outcome Plan
- delivery structures that enable staff from different disciplines to work together to shared priorities and outcomes
- high-quality whole family assessments in a shared format across partners
- agreed data sharing protocols supported at strategic and operational level
- shared data systems enabling identification and prioritisation of families needing help, monitoring of family progress and outcomes and cost benefit analysis of interventions

### **Case example: West Yorkshire Police and Leeds City Council**

West Yorkshire Police has seconded a Police Inspector and researcher to the Troubled Families programme in Leeds, known locally as Families First Leeds. The programme involves a range of partners, including Leeds City Council, West Yorkshire Police, Leeds Community Healthcare NHS Trust and JobcentrePlus.

When a family is referred to Families First Leeds, information is collected about their employment status and requirements, physical and mental health needs, school attendance, social care interventions and support needs plus family involvement with crime or anti-social behaviour. Leeds City Council keeps this information on a secure database.

The database can be accessed by managers across the partnership who are leading on the work with families, but the information is not available to frontline police officers and staff. To address this, West Yorkshire Police place a 'flag' on every family attached to the Families First Leeds programme on NICHE, a police records management system. The flag means that when police officers have any contact with a family attached to the programme, an immediate notification is made to an electronic NICHE Families First Leeds mailbox. The police researcher can then share this information with partner organisations who are working with the family and, if relevant, add it to the Families First Leeds database.

This approach is a key part of transforming delivery processes in Leeds. It means key workers have better information about the families they are working with, and so can support them more effectively. It also means West Yorkshire Police can better support the programme by targeting their resources, in particular their neighbourhood policing teams, to where they are most needed.

### **Examples of local evidence used for the delivery structures and processes strand could include:**

- Information sharing agreements, protocols and action plans in place with sign-up from partners – both at strategic level and for operational practice
- Linked datasets, single databases accessible by multiple teams and across partners – allowing identification and prioritisation of families who most need support
- Integrated case management systems
- Customer journey mapping demonstrating improved, efficient and positive outcomes, supported by initial data and information sharing
- Common/single assessment templates or tools and multi-agency guidance for implementation of this
- Case file audits that demonstrate partnership responses that have delivered positive outcomes, supported by data and information sharing
- Monitoring data which can be used to feed into local evaluations, demonstrating positive change (eg families being identified and engaged with in a timely manner)
- A Troubled Families Outcome Plan that demonstrates a clear focus on ambitious outcomes across partners, underpinned by an outcome guide and linking directly to individual family plans

**Evidence of integrated working:**

- Single 'front door' to services – integrated team of professionals including partners such as police, health, housing, adult services, domestic abuse and community and voluntary sector presence
- Family profiling in place creating a '360 degree profile' of families across partners informing case management processes and working practice
- Pooled budgets in place for front door and operational practice, based on cost benefit analysis of fiscal benefits for different services
- Common language across partners and workforces

## ANNEX 1: SERVICE TRANSFORMATION MATURITY MODEL



# Service Transformation Maturity Model

### **Six Transformation Strands:**

- 1. The Family experience**
- 2. Leadership**
- 3. Strategy**
- 4. Culture**
- 5. Workforce development**
- 5. Delivery Structures and Processes**



Department for  
Communities and  
Local Government

*Critical features are  
those described in  
each column.*

## Service Transformation Maturity Model

### THE FAMILY EXPERIENCE OF TRANSFORMED SERVICES STRAND

#### Early

- Family experiences many and repeated interactions with different staff from different services, many by letter only, often delivering conflicting messages/ having different priorities, and with some only focussed on a specific member of the family only
- Family has to go through multiple assessments with little or no feedback about what's happening next, and in doing so, having to repeat their "story" many times- they often don't know the name of their worker, or when they will see them next.
- Workers know nothing or very little about other services that might be available, they are often critical of other agencies/ their own organisation to the family/ they appear over stretched and don't have time to listen to the family or consider their needs or what's important to them- they have no credibility with the family and are often judgemental without offering any practical support
- The family doesn't get access to evidence based services, they don't get any information on how they can access local and community services themselves.

#### Developing

- Family experiences less "touch points"- fewer agencies involved with them- those that are involved seem to know who else is involved with the family
- Key agencies like health and probation still work separately with the family and are focussed on the child/ children/ one person only
- The family are still asked to undertake a number of different assessments, and data sharing between agencies seems limited (different agencies still know about different people in the family)
- The family knows who their keyworker is, and there is some sense of knowledge of "what will happen next"
- The family has little knowledge of what community and voluntary services can help them and there is little access to / limited capacity to access evidence based services (e.g. long waiting lists for parenting programmes)

#### Maturing

- Family has a clear sense of who their keyworker is. Their family keyworker is clear about what behaviours need to change for the family and also takes their ambitions into account. The family keyworker has a persistent and assertive approach and is able to work with the family to make practical changes to their circumstances
- There is a clear family plan that the family has developed with the keyworker. The family plan includes goals and milestones- including getting back into work.
- Where other agencies are involved they are, in the main, specialist services (e.g. Health visitors/ CAMHS service)
- The families keyworker has regular access to information on the family and the family no longer has to "tell their story" several times
- The family are aware of what community and voluntary sector support they can access in the community, and they are able to access evidence based programmes when they need them

#### Mature

- Family trust their keyworker and feel "plugged in" to a range of support through them. They are confident to access services independently when their keyworker no longer works with them, and they have been supported to access a range of community and voluntary based services that meet their medium/ long term need
- Family keyworker is clearly able to work across services to deliver support that's needed for the family- the service the family get is no longer dependent on which agency provides it
- The families needs and circumstances are captured in one assessment and one family plan, with the family keyworker having access to all of the information that's relevant to provide support to the family
- The family are able to "own their own road to change" and are positive about the future

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## Service Transformation Maturity Model

### LEADERSHIP STRAND

#### Leadership Partnership working and governance

#### "Who" is leading transformation

EARLY	DEVELOPING	MATURING	MATURE
<p><b>Local determination:</b> There is little evidence of a shared understanding of what services best support families, and little shared understanding of what need is in terms of family services</p> <p><b>Partners committed:</b> Key local partners are not fully engaged in collaborative working with families. There is little or no shared governance or shared objectives</p> <p>There is little evidence of commitment to working to a common purpose and little or no commitment to develop joint outcome based commissioning</p> <p><b>Evidence of demand management:</b> Governance arrangements for the TF programme are weak with little strategic support for key staff. There is little understanding of how the programme will impact on wider services to families</p> <p><b>Links to wider transformation programmes:</b> There is no clear accountability for service transformation or incentives for local leaders to drive reform in partnership.</p>	<p><b>Local determination:</b> Key senior partners are developing an understanding of services that meet local need, but culture is still predominantly to a 'silo-ed' approach with agency led priorities</p> <p><b>Partners committed:</b> Most key local partners are engaged at all levels and there is a commitment to develop an outcome based commissioning framework, which is in the development phase</p> <p>There is still some work to do to include the community and voluntary sector.</p> <p><b>Evidence of demand management:</b> Supporting governance arrangements are in place and becoming established with partners committed to develop work to better understand demand for services and cost savings.</p> <p><b>Links to wider transformation programmes:</b> Key leaders are developing an understanding of shared purpose and are proactively working towards an understanding of how whole family working can achieve wider transformational goals</p> <p>There is still some way to go to develop a focus on family outcomes.</p>	<p><b>Local determination:</b> Key senior partners have a focus on services that meet local need, whilst being at different stages of commitment to shared outcomes</p> <p><b>Partners committed:</b> There is a common purpose across key partners and a commitment to commission outcome based services, whilst still developing in practice (including a developing sense within the community and voluntary sector)</p> <p><b>Evidence of demand management:</b> Governance arrangements are now established to underpin common purpose, and shared understanding of demand reduction and cost savings, as opposed to cost avoidance, is maturing.</p> <p><b>Links to wider transformation programmes-</b> leaders demonstrate a developing sense of shared purpose to deliver locally determined outcomes based services to families and at the same time are developing their resonance with wider local and national priorities.</p>	<p><b>Local determination:</b> All senior leaders in core partners have a demonstrable focus on services that best meet local need for families</p> <p><b>All partners committed:</b> There is a common purpose across all partners in the statutory, community and voluntary sector to commission outcome based services that have whole family working at their core</p> <p><b>Clear evidence of demand management:</b> Strong governance arrangements underpin common purpose with clear plans in place to manage future demand, deliver value for money and achieve cost saving. Clear approach to using evidence and analysis to understand demand and inform commissioning of services.</p> <p><b>Clarity of links to wider transformation programmes:</b> Leaders demonstrate a shared purpose to deliver services for families that are locally determined but at the same time have clear links to wider local and national priorities.</p>

**MEASURES:** Governance arrangements and activity of partners to support strategic commitment throughout organisations, including structure of local commissioning





## Service Transformation Maturity Model

### STRATEGY STRAND

	EARLY	DEVELOPING	MATURING	MATURE
<p><b>Strategy</b> <i>Alignment with local area's broader strategic priorities</i> <b>Commitment to WHAT will happen: IMPORTANT</b></p>	<p>TF run as a stand alone programme with little evidence of a whole family approach in strategic plans or commissioned services.</p>	<p>Whole family approach evident in area's early help offer and the commissioning of some services provided by local partners. <b>Recognition of outcome focussed approach to family working evident.</b></p>	<p>Key partners have a commitment to integrated, whole family working</p> <p><b>Developing commissioning practices</b> Integrated commissioning of services is developing, based on emerging evidence and needs analysis, as are links to wider transformation programmes. These are underpinned by local strategic plans, an understanding of needs in individual localities and neighbourhoods, and there is a growing evidence base to inform financial planning.</p>	<p><b>Shared purpose:</b> There is a clear commitment to integrated family focussed, outcome based services are embedded in strategic plans for all partners. Sustainability of services after 2020 is part of the area's strategic ambition. <b>Mature commissioning :</b> Strategic commitment informs integrated commissioning of services which is based on evidence of what works and on the needs of the local population. <b>Local determination and national links:</b> Strategic plans reflect the local landscape, adapted as necessary to the needs of localities and neighbourhoods, whilst demonstrating clear links to wider transformation programmes <b>Focus on family outcomes:</b> Strategic plans clearly set out ambition for families including for financial stability and resilience</p>
<b>MEASURES: Evidence of the WHAT is happening: Strategic plans for local authority and partners</b>				



*Critical features are those described in each column.*

## Service Transformation Maturity Model

### WORKFORCE DEVELOPMENT STRAND

#### Workforce development Skills, capabilities and performance objectives

#### Now including a keyworker experience element

EARLY	DEVELOPING	MATURING	MATURE
<p>Training and development: Insufficient focus and/or investment in training and workforce development Silo-ed training; competing performance objectives for staff. No links with the voluntary sector or wider community groups. Training opportunities are not informed by evidence based practice Performance objectives: Competing performance objectives for staff. No sense of shared core principles across agencies and little understanding of whole family working Shared opportunities across the workforce: No or little shared opportunities- training opportunities are piecemeal. Promotion opportunities are few and -recruitment lacks transparency. Few or no links with the CVS Keyworker/frontline worker view of services: Frontline staff have a limited understanding of the impact of their work Training opportunities are limited and staff have no access to evidence based programmes Staff don't feel supported, any good practice is because frontline staff "make a way" in spite of structures and not because of them Staff have little understanding of why family working is important and know little of what others in different agencies do- there is little interaction</p>	<p>Training and development: Some focus on improving skills. Few links with the voluntary sector or wider community groups. Evidence based practice is emerging Little evidence of measuring impact of any training and development Performance objectives: Some evidence of growing understanding of local partners' performance incentives and objectives. Understanding of whole family working is developing- Shared opportunities across the workforce: Integrated co-located working of equal value in agency progression. Evidence of clear commitment to continue to develop shared opportunities but more work needs to be done to ensure equality of opportunity for staff across agencies- Keyworker/frontline worker view of services: Staff have some understanding of the impact of their work, and some understanding of what some key partners do, but working practice with partners is piecemeal and training opportunities aren't shared. There is some developing opportunity for joint training but no real measure of its impact</p>	<p>Training and development: Some shared training between professions and linked performance incentives and objectives between professions. Clear links with the voluntary sector to support complex families in the community. Performance objectives: -Shared performance objectives now developing across key partners and integrated working valued in performance measures -Core principles of family working are understood across all partners and are developing across most Shared opportunities across the workforce: Partners are committed to shared opportunities and developing systems to enable this to happen in practice, including with the CVS. Promotion opportunities are advertised across agencies and experience of working in an integrated way is valued in progression. Keyworker/frontline worker view of services: Training opportunities for staff are developing and governance arrangements and direction from managers supports this. Workers from different agencies now have access to evidence based programmes and shared training opportunities. Key workers feel that family working practice is now valued, family assessments and plans are being rolled out and work is underway to progress pooled budgets to support this</p>	<p>Training and development: Workforce development is embedded in practice across all agencies depth and breadth of opportunities. There is clear consistency of opportunity for training and development, with recognition of different agency cultural starting points. Training is provided both for the core family team and to lead workers across partners. Development is informed by evidence based practice, impact of workforce development is evaluated and impact informs future workforce development plans Performance objectives: There are shared performance objectives and training opportunities across professions. Core principles and behaviours of family working are shared and understood across agencies. Shared opportunities across the workforce Promotion routes are linked to integrated working and not contained within agency. Promotion opportunities are visible and recruitment is transparent with cross organisational equal opportunity values embedded in recruitment policy and practice. Strong links exist with the voluntary and community sector to support complex families in the community. Keyworker/ Frontline workers view of services: Frontline staff have a clear understanding of the impact of their work. They have access to the right training at the right time- including evidence based programmes and training from a range of partners. Frontline staff are supported to common purpose by structures, governance and clear direction from managers and have access to promotion and development opportunities that are clearly communicated to them -Workers from different agencies have shared priorities and access to pooled budgets for families. Frontline staff have a clear understanding of the principles of family working (FI factors) and a clear sense of a focus on a family assessment, plan and outcomes for families. Frontline staff are supported by regular development reviews, peer support opportunities and opportunities for reflective practice</p>

MEASURES: Workforce training programmes; performance management and promotion processes

## Service Transformation Maturity Model

### DELIVERY STRUCTURES AND DELIVERY PROCESSES STRANDS

*Critical features are those described in each column.*

	EARLY	DEVELOPING	MATURING	MATURE
<b>Delivery structures</b> <i>Integration of teams across disciplines and organisations</i>	<p>No integration in the delivery of services for complex families across organisations; significant data sharing barriers preventing close working.</p>	<p><b>Services are separate</b> but professionals from different disciplines/organisations work together to achieve specific goals for complex families. Focus and funding remain single agency. There is developing work to deliver services through <b>shared data</b> and case management systems from lead core partners</p>	<p><b>Multi-agency structures</b> are in place to co-ordinate separate approaches. Structures may include specific co-ordinator roles, some pooled budgets and evidence of effective data sharing between professionals. Effective data systems are operational and can be accessed by more than one agency.</p> <p><b>There is evidence of shared commitment to analyse need/ deliver an integrated response and measure impact and early work to develop systems to support this.</b></p>	<p><b>Effective and appropriate integrated working:</b> organisational structures enable professionals from different disciplines work together to shared priorities. High quality whole family assessments take an agreed single form and understanding of whole family assessments is embedded across partners</p> <p><b>Shared information:</b> Partners have shared integrated data systems underpinned by robust data sharing agreements. Core partners can access one single data system to access case management information. Data systems are picking up early indications of need and moving towards use of predictive analytics.</p> <p><b>Structures enable identification of demand</b></p> <p>There is a clear commitment by all partners to shared analysis of what works and how to meet future demand for services for families</p>
	<b>MEASURES: Data systems and data sharing agreements and practices; cost/benefit analysis of services; data on demand for services</b>			
<b>Delivery Processes</b> <i>Tools and approaches to identify and work with complex families</i>	<p>Professionals using a range of approaches, rarely evidence-based or pursued jointly with other disciplines, sometimes competing. No use of outcomes evidence to drive delivery.</p>	<p>Some professionals using a whole family approach and sharing tools. There is no shared vision across disciplines on early intervention and support. Little use of outcomes evidence to drive delivery.</p>	<p>Most professionals use a shared whole family approach and understand value of evidence-based commissioning though some tools still specific to certain disciplines. Outcomes evidence is used to drive delivery.</p>	<p>Professionals from different disciplines use <b>shared whole family approach and evidence-based tools</b> to deliver a shared vision for early intervention. Outcomes evidence is used effectively to drive delivery and improve performance, evaluation is integrated within delivery and used to reform services.</p>
	<b>MEASURES: Use of outcomes data and evidence-based interventions across professions; local needs assessments and referral processes</b>			



## Service Transformation Maturity Model

### CULTURE STRAND

*Critical features are those described in each column.*

	EARLY	DEVELOPING	MATURING	MATURE
<b>Culture</b> <i>Shared vision and ambition and openness to challenge and change</i>	<p>Competing vision and ambition between local services; limited opportunity for innovation and collaboration. Resistant to further change or challenge. Wholly reliant on additional resources for reform.</p>	<p>Some shared vision and ambition between services but little communication to staff and little evidence of the vision and ambition driving practice; innovation and collaboration accommodated but not yet welcomed. Some resistance to further change and challenge. Reliant on additional resources to reform.</p>	<p>Shared vision and ambition communicated to staff across local organisations who understand and work in line with this vision. Innovation and collaboration encouraged with growing resilience to change. Emerging evidence of sustainable behaviour change and less reliance on additional resource to drive continued system reform.</p>	<p><b>Clear shared vision and ambition:</b>            There is a clear shared vision and ambition across all partners which is effectively communicated to and embraced by staff.</p> <p><b>Commitment to transformation</b>            The vision and ambition are clearly informed by:</p> <ul style="list-style-type: none"> <li>- An understanding of demand and commitment to transform the way public services work with families with multiple problems</li> <li>- An understanding of why integrated whole family working and shared priority delivers sustained outcomes for families across the 6 key problem headings of the programme,</li> </ul> <p><b>The vision and ambition can be evidenced</b>            This vision and ambition is evidenced through all tiers of staff and elected members, across all partners, and they are communicated to the community. Staff take personal responsibility and ownership to work across boundaries to support families with complex needs.</p>
	<b>MEASURES: Evidence of new, evidence-based local practice; internal communications to staff across local services and communications to the wider community</b>			



## **ANNEX 2: National evidence sources**

### **Sources of evidence for service transformation**

This annex signposts various sources of information that will be useful to local authorities in assessing service transformation.

#### **Troubled Families Information System (TFIS)**

TFIS provides local authorities with information about the progress of families worked with according to a range of outcomes identified in national data sets. It also provides characteristics of families brought on to the programme. These are useful tools for understanding the Troubled Families cohorts and how they are changing. In 2017 it will also include local cost benefit analyses. Currently the outcomes presented in TFIS cover employment, education, crime, domestic abuse, and child safeguarding. In 2017, health data from NHS digital will also be included in TFIS. We encourage local authorities to share access to this information with their partners.

From Spring 2017 the cost saving calculation element of TFIS will provide local authorities with the costs savings identified from changes in family outcomes compared to programme spend. The calculator will also calculate how savings are distributed across local agencies. Although TFIS is focussed on the Troubled Families cohort specifically, the information it provides can be used to inform decision-making to drive wider service transformation and to inform commissioning practices across local services.

TFIS is a flexible tool for areas to look at family progress using national data. Here are some tips to using TFIS to help inform local service transformation:

- By looking at family progress information for different outcomes and by looking at this information by selecting different cohorts, the information may help to understand whether local programmes are getting better at improving family outcomes. This is best interpreted with reference to a local understanding of service transformation. So, for example, an improvement in adult offending in cohorts over time, combined with other evidence of a strengthened partnership with the police such as workforce development practices, could be useful evidence of the results of that partnership.
- The progress information for each measure also calculates comparison data for nearest statistical neighbours which will help areas benchmark the progress of their families across a range of issues under the six themes of the programme. For example, selecting a trend in school absences for a cohort of families will also display the nearest statistical neighbour trend. This could support the selection of a peer review partner.

- In 2017 the cost calculation part of the site will be fully functional, meaning the financial costs and benefits of all the different outcomes will be visible on the site. This also includes costs and benefits broken down by agency based on the underlying research. This information will demonstrate how any savings realised through better outcomes benefit different agencies, and which agencies are bearing the cost of supporting families. This information should prove very valuable in discussions with local partners about designing and commissioning services, improving efficiency, and planning.

## **National Evaluation**

The wider national evaluation of the Troubled Families Programme will also generate material that will act as useful reference information and tools to inform completion of the Maturity Model. The key sources in this area are:

### *Qualitative case studies*

This work tracks the implementation of the programme in case study local authorities (nine in 2016/17 and eleven in 2017/18). The research will include understanding the development of local authority service transformation alongside associated challenges and opportunities. It will also involve interviewing a range of local authority staff and partner agency staff – the research covers the perspectives of families and keyworkers. A first report from this work will be made available to areas in November 2016. This and subsequent reports should act as useful reference material for other local authorities. This information can be used in the following way:

- DCLG will issue reports from the qualitative case study work – reading these reports will provide areas with an assessment of service transformation in the case study local authorities.
- The case study reports will assess progress on service transformation in case study local authorities and follow up reports will assess further progress – the reports also highlight the challenges that case study areas have faced which the reader will be able to reflect upon and use to inform their own service transformation journey.
- The qualitative interviews with families (and keyworkers) will also provide insight into how family intervention is perceived by families, and what it is about intervention and the keyworker that families appreciate – this information will offer contextual information for all local areas in regards to workforce development and the family experience strand of the service transformation model.

### *Online staff survey results*

The annual online survey of TFCs, key workers, and TFEAs includes several questions aligned with the Early Help Maturity Model. These surveys will generate national benchmarks and yearly progress information which will be shared with local authorities. These should assist local authorities in considering how their own transformation journey compares to national progress on issues like workforce development. The first reports from the surveys were provided to local authorities in January 2016. The second set of reports will be available in early 2017. This information can be used in the following ways:

- If TFCs record the responses of their local authority, they will be able to compare where they stand in relation to the national average by cross-referencing these responses with the national survey data – for example, the extent to which a local authority considers the programme to have influenced local commissioning can be compared to the national data.
- The survey also includes information such as the characteristics of keyworkers, the average number of staff, and the challenges to delivery – understanding the national picture of these issues provides material which can be compared to local data.
- As discussed below in relation to research tools, a local authority might want to use some of the questions asked of TFCs and key workers in their own local surveys – some of the questions could also be asked of wider partners to help understand the extent to which they view the strength of partnership working.

### *Family Survey*

The survey of c.1,000 families in twenty local authorities who are participating in the programme collects the characteristics of families and their self-reported problems at the start of intervention and re-interviews families post-intervention. The interview includes a section on service experience which will measure and track family perceptions of the service they received. The results of these will be useful as reference material for understanding family experiences. DCLG will make the baseline results of this survey available to local areas and these can be used to:

- consider the characteristics of the families responding at a national level and how this compares to a local cohort of families
- understand the types of problems faced by families that are captured by the survey such as self-reported mental health, self-reported domestic abuse

The section of the survey covering perceptions of local services and the help that families have received prior to joining the programme will provide useful overview data about the perceptions of families regarding services, which can help inform the design of services and



the completion of the family experience strand of the maturity model. Some of the questions covered in the survey can be re-used in any local survey or evaluation of the family experience. Key questions are highlighted below.







### *Research tools*

Local authorities may want to draw on the tools that support the research above. To help facilitate this we have made available the questionnaires and topic guides used in the national evaluation. These are materials used in the case study qualitative research (interviews with staff, partners, families and keyworkers), the staff survey questionnaire (TFCs, key workers and TFEAs), and the family survey questionnaires (interviews with main carers and young people in families), and are available on Khub.





### **Local sources of evidence**

Local sources of evidence are suggested in the blue boxes underneath each distinct strand of the maturity model as set out in the toolkit. However, these are not comprehensive and local areas will have their own sources of evidence they may wish to draw from. Peer Support Champions may also be able to offer advice on additional or alternative sources of evidence. The national Troubled Families team would be interested to hear about any useful sources of evidence that are not included in this toolkit.

### ANNEX 3: HAMPSHIRE SUMMARY TABLE AND MATURITY MODEL PUSH VOTING SYSTEM

Transformation Strand	Hampshire's self rating	Hampshire's summary of key evidence
<b>Leadership</b> <i>Partnership working and governance</i>	 	<ul style="list-style-type: none"> <li>• Governance provided by a committed Management Group and Strategic Board comprising a variety of senior public/voluntary sector partners.</li> <li>• Strong commitment/governance by lead elected member and good elected member support for programme at both county/district levels.</li> <li>• CCG and police secondments made to the programme. Public Health investment and HCC Leader investment.</li> <li>• STFP contributing to commissioning activity and transformational programmes such as Early Help and new FSS service delivery model.</li> <li>• Independent/impartial academic partner evaluation Phase 1 &amp; 2 – generating business case and impact evaluation of the programme to inform discussions relating to future service demand and associated cost benefits of whole family working and multi-agency approaches.</li> </ul>
<b>Workforce Development</b> <i>Skills, capabilities and performance incentives</i>	 	<ul style="list-style-type: none"> <li>• Shared objectives, training, performance being developed – CSD Innovation Volunteers/TF Int Support Serv (TFISS) + Family Support Service (FSS)/CVS Development plans.</li> <li>• Commitment for whole family working seen from partners i.e. School Nursing and CRC.</li> <li>• FSS /TFISS looking at pathways of support Level 1-4 services, making use of associated grant funding opportunities and service directories.</li> <li>• Governance of TFISS and FSS being aligned.</li> <li>• Level 3 &amp; 4 CSD training 'Working with complex families' developed and now part of the regular training offer.</li> </ul>
<b>Culture</b> <i>Shared values and openness to challenge and change</i>	 	<ul style="list-style-type: none"> <li>• Translating examples of good practice into mainstream business as usual is challenging for partners. Financial/staffing resources in some areas make relationships difficult but additional resource from the programme has been able to overcome these issues for specific families – case studies available to promote impact and best practice</li> <li>• Staff practice and strategic leadership for the programme is strong and seen as <i>transformed</i> in some areas but translating/ embedding the shared vision into departmental / organisational operational practice remains a key focus area.</li> </ul>

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		<ul style="list-style-type: none"> <li>Team managers need more guidance/ support to transform practice. Progress being made with CSD (FSS &amp; EHH), Police, Health &amp; Schools.</li> </ul>
<b>Delivery structures</b> <i>Integration of teams across disciplines and organisations</i>		<ul style="list-style-type: none"> <li>Most partners engaged in the programme will work together, share data and use SafetyNet.</li> <li>Moving towards Maturing as the FSS 0-19 service offer develops in the coming months and goes live on 1/4/17.</li> <li>Data sharing remains challenging with some key partners; not happening as a matter of course.</li> <li>Some good co-location examples (Havant/Rushmoor) but limitations in other Districts/Boroughs (2 tier authority issues).</li> </ul>
<b>Delivery Processes</b> <i>Tools and approaches to identify and work with complex families</i>		<ul style="list-style-type: none"> <li>Maturing for those partners and families engaged in the programme.</li> <li>Integrated Early Help/STF family plans.</li> <li>Identifying and capturing transformative practice within whole services working with families 'outside' of the programme is a future ambition. [<i>CRC / Information and Advice project / East Hants and Havant MIND, School nursing, EHH, Innovation / Havant Transformation Programme looking at communities based upon STFP approach.</i>].</li> </ul>
<b>Strategy</b> <i>Alignment with local area's boarder strategic priorities</i>		<ul style="list-style-type: none"> <li><b>Examples:</b> STFP Childrens Trust PI's /STFP contribution to DV commissioning / Alignment of STFP with FSS 0-19 service and Early Help / TF Intensive Family Support / CSD Innovation Grants / YOT E2E / CVS development plans / Health Visiting and School Nursing service spec / Substance Misuse service spec / merging of Early Help/Local Children's Partnerships and STFP Local Co-ordination Groups in some areas / joint commissioning CCG and District Councils.</li> </ul>
<b>The Family Experience of Transformed Services</b>		<ul style="list-style-type: none"> <li>Lead professional role and high level family plan approach is working. Staff persistent in making contact and maintaining whole family focus. Succession and transition planning proving effective. Work outcomes are high in Hampshire.</li> <li>Lead professional not always providing specialist support. Relationships formed on basis of trust. Evidenced via local performance data (nominating agency and leads) &amp; independent academic local evaluation of Phase 1, plus local LCG commissioned non-intensive support.</li> <li>Many partners have access to Safety Net which holds family data and supports coordinated activity.</li> <li>Families worked with by the commissioned Transform service have clear step-down plans, involving third sector support where appropriate.</li> <li>STFP working with EHH and FSS to provide details of third sector and evidence based programmes to support families.</li> </ul>

# Chief Constables' Council

## Pre-charge Bail (Policing & Crime Bill 2016)

## Progress & Commencement update

25/26 January 2017/Agenda Item: 4.3

### Security classification:

Disclosable under FOIA 2000: Yes  
Author: ACC Darren Martland  
Force/organisation: Cheshire  
Date created: 22 December 2016  
Coordination Committee: Criminal Justice  
Portfolio:  
Attachments @ paragraph: Page 2

### 1. INTRODUCTION/PURPOSE

The purpose of this paper is to provide chief constables with an update of activity following the letter circulated to all chief constables on 22 December 2016.

### 2. CURRENT POSITION

ACC Martland met with the Home Office on Wednesday 21 December 2016. The Home office made it clear that the Policing Minister, Brandon Lewis, will not agree to a delay to implementation.

The proposals are due to receive Royal Assent on 22 January 2017 and be put in place by 3 April 2017.

The Home Office have agreed to chair an improvement group consisting of all of the main stakeholders including Police and the CPS.

The College of Policing training package will be available from 31 January 2017.

ACC Martland has drafted a letter on behalf of CC Simon Byrne to the Home Secretary outlining policing concerns relating to the timeline for implementation.

There are five different IT systems in use, with Minerva being the largest system used by 24 forces. There will be some functionality but in reality no full calendar case management.

### 3. COPY OF LETTER CIRCULATED FROM ACC MARTLAND TO CHIEF CONSTABLES ON 22 DECEMBER 2016

The Policing and Crime Bill has now passed final readings in the House of Lords. Unfortunately proposed amendments in relation to levels of authority and duration of bail were presented and debated without change. It is now anticipated that the Bill will receive Royal Assent in January 2017. The intended commencement date has been set for the 3rd April 2017.

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In November a national conference was attended by representatives from every force in England and Wales, criminal justice agencies, the College of Policing, the Home Office and technical providers. Whilst all forces were at different stages in their preparation for the implementation, the resounding risk raised was the change to IT Systems and training requirements.

I subsequently chaired meetings with the 4 principle Custody IT Technical providers (NSPIS, Athena, Niche and Police Works) to collate a national position. It was highlighted that each Force has an individual obligation to request change and I am advised that, in order to request a technical change the providers required confirmation of the final legislative detail, which was provided by the Home Office on the 1st December 2016.

The technical work to amend national I.T. systems will not be completed for the proposed commencement date and alternative independent fixes or manual applications will need to be implemented.

It is worthy of note that the Home Office will not produce any formal guidance, but they have commissioned the College of Policing to produce learning materials, which we have been assured will be available at the beginning of February 2017.

I have communicated the potential risks to the Home Office and Simon Byrne, Chair of the Criminal Justice Coordinating Committee (CJCC) has written to the Home Secretary outlining our concerns on behalf of the NPCC. Whilst we await a formal response we have been strongly advised by the Home Office that there is a clear intention to implement the legislation on 3rd April 2017. I appreciate the difficulties this causes and advise that Forces work with partners to develop an implementation plan for 3rd April 2017.

I will ensure that an update is provided at the earliest opportunity or at least by 16th January 2017.

**Name:** Darren Martland

**Title:** Assistant Chief Constable, Cheshire

**Lead Area:** NPCC Criminal Justice Coordination

# **Item 5**

## **Strategic Landscape**

**Presentation from Mark Sedwill,  
Permanent Secretary, Home Office**



# **Item 6**

## **Evidenced Based Policing For Chiefs Presentation**

**CC Alex Marshall to Introduce Professor Larry Sherman**





# Chief Constables' Council

## Delivering Vision 2025

25 January 2017 /Agenda item: 7

Security classification:	Not protectively marked
Disclosable under FOIA 2000:	No
Author:	Tim Metcalfe
Force/organisation:	NPCC
Date created:	14/01/2017

### INTRODUCTION

This paper presents Chief Constables' Council with an update in respect to progress at the national level to deliver the *Policing Vision 2025* (the Vision) which was published in November 2016. The purpose of the Vision is to shape decisions around transformation and guide how resources are used to keep people safe and provide effective, accessible, value for money services. The vision sets out a genuinely transformational agenda. If achieved, it will not only enhance performance, but increase the capacity for renewing policing in the face of emerging threats. However, it is one thing to define the ambition, another to deliver it. The document will summarise ongoing work regarding the strategic approach to delivering Vision 2025 being developed by the Police Reform and Transformation Board (PRTB).

Chief Constables are asked to note the following:

- I. The publication of the *Policing Vision 2025* in November 2016
- II. The identification of eight police reform outcomes
- III. A landscape review and SWOT analysis of existing and anticipated change programmes
- IV. The identification of priority 'building blocks' to deliver the Vision
- V. Ongoing activity regarding validation, future costs and fund profile
- VI. The two phase PTF allocation process for 2017-18

### OUTCOMES

Eight police reform outcomes have been developed that cut across the five reform strands presented within the Vision:

- **Communities & Crime** – Increased proactive and preventative policing interventions to protect citizens, support the vulnerable, and help build more cohesive communities
- **Countering Threats** – The intelligent deployment of local resources and our networked specialist capabilities counters both current and evolving crimes to keep the public safe
- **Citizen Experience** – Citizens receive a consistently high quality service across a seamless, modern channel set that integrates both digital and traditional methods

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- **Data & Analytics** – We capture, analyse and share data at speed within police forces as well as between forces and partners which improves our decisions and service delivery
- **Technology & Digital** – Core infrastructure, digital platforms and tooling enhance colleague experience and improve frontline services across the breadth of policing and justice activity
- **Enabling Services** – We have consolidated, professional back office services that maximise opportunities to share workload and achieve economies of scale across forces and other partners
- **Integrated Delivery** – We deliver integrated services across police forces, external partners and international organisations to improve our response to threat, harm, risk and vulnerability
- **Workforce & Culture** – A diverse, motivated and capable workforce that evolves with service demands and builds the skills, behaviours and culture needed to succeed

## THE LANDSCAPE

A landscape review has been conducted using the eight outcome areas. The review assessed over three hundred current and planned change programmes operating at the local, regional and national levels. The purpose of the review was to help identify the areas of greatest need and priority for PRTB support

The SWOT analysis undertaken as part of the landscape review identified the following:

- **Strengths:** Across all 8 outcome areas, examples were found of successful Force level transformation (for example, the Staffordshire Core Operational Policing Programme that has reduced demand through preventative and streamlined processes). Likewise, there are examples of successful collaborations to enhance capability (for example, the five-force East Midlands Special Operations Unit has delivered ROCU capabilities since 2002) and to drive innovation (for example, the “Red Sigma” CRM and analytics solution in Durham). There is also evidence of direct commissioning of national scale initiatives gaining traction (for example, the first three directly commissioned Police Transformation Fund (PTF) initiatives).
- **Weaknesses:** Despite the Police Innovation Fund (PIF), PTF and force investments the IT and data infrastructure has not improved commensurately. Gains around interoperability have not been fully realised. Fragmentation in digital enhancements suggests scaling innovation remains a challenge and despite movement in the right direction, individual investment allocations remain relatively modest (average allocation for the PIF was £880k, and £1.4m for the PTF). Funding allocation across the outcomes has been disproportionate, with 75% of PIF investments related to three outcomes (Technology & Digital, Communities & Crime, Integrated Delivery)
- **Opportunities:** The anticipated growth of the PTF is an opportunity in itself, giving increased capability to deliver ambitious projects that would otherwise be unable to surmount barriers to scale. The ability to harness digital technology to unlock service and productivity improvements is another significant opportunity. It will dramatically improve the citizen experience, increase data-driven decision-making, and connect front line services to core systems and new tooling. The cost of these advanced technologies is plummeting and the ‘combinatorial’ impact of these technologies will gain pace in the next three years.
- **Threats:** Fragmented investment undermines the coherence and pace of transformation and increases its cost. The projects assessed by the landscape review illustrate that the police service’s expectations and understanding of transformation and innovation need to be reset – it is not about solving yesterday’s problems, but addressing tomorrow’s challenges. The risk remains that nationally commissioned programmes present a threat to local choice, rather than an enabler.

## **BUILDING BLOCKS**

‘Building blocks’ is the term used to describe specific programmes or investments that will achieve desired change. Based on the landscape review 107 building blocks were identified that could deliver the ambition of the Vision. Sixty-three building blocks have been prioritised based on the landscape review and categorised according to their impact ranging from foundational through too innovative. For transformation to be achieved and sustained, success is required across a range of building block ‘types’. The methodology may provide a basis for keeping the transformation portfolio current as part of a quarterly refresh for PRTB consideration.

## **CURRENT ACTIVITY**

The identification of outcomes, landscape review and building blocks categorisation has been developed in consultation with a number of stakeholders. However, there is a requirement that this work is circulated and validated by a wider group of subject matter experts. To these ends a series of validation workshops are being planned ahead of the next PRTB meeting in early March 2017. This activity will support the identification of prioritised work, identification of interdependencies and the establishment of a three year police transformation ‘road map’.

As the PTF increases and the complexity of the change programs increases with scale there is a requirement to ensure funds are committed to large programmes beyond twelve month periods. The development of the three year police transformation road map will support this process by ensuring sufficient resources are committed to multiyear initiatives. Large ‘in flight’ change programmes are therefore currently scoping their three year costs to assist this planning exercise.

The proposed PTF spend profile is being developed for discussion at the March PRTB. The proportion of total funding to be dedicated to direct commissioning against force led applications will need to be agreed.

The management of the processes to enable the delivery of the Vision at the national level and support the PRTB will require a central support function. This is currently being developed and resources will need to be aligned to ensure appropriate portfolio management, communication, commissioning and benefits evaluation activities. The approach will need to be interoperable and sync with the Home Office Portfolio Management capability.

## **PTF ALLOCATION PROCESS**

The 2017-18 PTF was announced on 15 December 2015 as being £175m. The PRTB will adopt an approach that will allocate the fund in two tranches:

- Funding to be allocated from April 2017 will only be recommended by the Board for:
  - successful bids to date which include projected spend in 2017-18 and which have been subject to the light touch review.
  - bids from the June or September process (including those relating to emergency services collaboration) which may be returning with a revised proposal following the feedback received from the Board.
  - proposals commissioned by the Board itself.
- Other 2017-18 funding will be allocated towards the end of Q1 2017-18. This will require any proposals from the service and PRTB commissions to align to the strategic framework. The PRTB will invite expressions of interest in February 2017 with any resultant proposals coming forward by March for consideration at the April meeting. The Board understands a consequence of this approach is that proposals will need to be developed on the basis that

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work will not begin until Q2 2017-18.

## SUMMARY

Since the October 2016 Chief Constables' Council meeting the *Policing Vision 2025* has been publicly launched and there has been a considerable amount of work undertaken to inform the development of a detailed strategy to underpin the PRTB and application of the PTF. This has included the identification of eight outcomes, a landscape review and the identification of sixty-three 'building blocks' to underpin the realisation of the Vision.

Ongoing activity is focused on the validation of the outcomes and building blocks through a series of workshops to be completed by mid-February. Further work is also being undertaken in respect of spend profile, projected costs for large programmes and the establishment of a function to support the processes underpinning reform activity at the national level.

Chief constables are asked to note the following:

- I. The publication of the *Policing Vision 2025* in November 2016
- II. The identification of eight police reform outcomes
- III. A landscape review and SWOT analysis of existing and anticipated change programmes
- IV. The identification of priority 'building blocks' to deliver the Vision
- V. Ongoing activity regarding validation, future costs and fund profile
- VI. The two phase PTF allocation process for 2017-18

**Person submitting:** Sara Thornton

**Rank/Force:** Chair NPCC

**Home Office letter attached separately with minor S31 redaction**

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# Chief Constables' Council

## National Use of Force Data Collation

**26 JANUARY 2017 /Agenda item: 9**

<b>Security classification:</b>	Not Protectively Marked
<b>Disclosable under FOIA 2000:</b>	Yes
<b>Author:</b>	Cmdr. Matt Twist
<b>Force/organisation:</b>	MPS
<b>Date created:</b>	25/11/16
<b>Coordination Committee:</b>	Operations Coordination Committee
<b>Portfolio:</b>	Conflict Management: Self Defence Arrest and Restraint Working Group
<b>Attachments @ paragraphs:</b>	2.4 - Use of Force Data Review (Appendix A)

### **1. Purpose**

- 1.1 This purpose of this paper is to update Chief Constables on the National Use of Force Data Collation Programme, and to formalise the position of this work as well as to seek their continued support in meeting all requirements.

### **2. Background**

- 2.1 As you will be aware from previous correspondence on ChiefsNet, on the 23rd October 2014, the Rt. Hon. Theresa May, the (then) Home Secretary, called for “transparency” across the use of force spectrum. The then NPCC Lead for Conflict Management, CC David Shaw (rtd.), was asked to lead “an in-depth review of the publication of Taser data and other use of force by police officers, and to present options on how police officers are deploying these sensitive powers, who they are being used on and what the outcome was”.
- 2.2 The call for an accurate and consistent approach to national use of force data collation has been echoed by a number of partner and stakeholder organisations. These include the NPCC, IPCC, various PCCs, and Black Mental Health UK. In addition, the ministerial-led Independent Advisory Group for Deaths in Custody has also published concerns in this respect and recommended prompt NPCC action to rectify these shortcomings.
- 2.3 CC Shaw convened a national Use of Force Programme Board comprising of representatives from NPCC, PCCs, Home Office, CoP, IPCC, Black Mental Health UK, Amnesty International, Dept. of Health, CAST, MOPAC and the Scientific Advisory Committee for the Medical Implications of Less Lethal Weapons (SACMILL).
- 2.4 Following significant work and consultation, the Programme Board published a Use of Force Data Review which proposed 13 recommendations (Appendix A). These were shared with all Chief Constables in October 2015 and were accepted by the (then) Home Secretary who welcomed the findings and recommendations and stressed the importance of maintaining momentum by implementing the recommendations “without delay”. Due to significant public and Parliamentary interest, Mrs May updated Parliament to inform them of the police services’ commitment. This

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commitment has also been reaffirmed in Parliament a number of times in response to questions around the police use of force, and most recently in response to proposed amendments to the Policing and Crime Bill which amongst others, looked to prohibit the use of Taser in mental health settings .

2.5 It is believed that the collection of accurate and consistent use of force data will be of significant value to the police service. The data will:

- Improve public trust and confidence in police use of force through improved transparency, delivering a real commitment on behalf of the police service to respond to the genuine concerns raised by the public and various interest groups.
- Ensure we are able to show who force is being used upon, where it is being used, and vitally, why we have to use force in the first place. This will provide a more detailed evidence base to justify the use of force when officers are called to challenging situations.
- Allow meaningful comparison of the effectiveness of different techniques and tactics. This will directly influence, enhance and improve the effectiveness of future police training, tactics and equipment.
- Data collected on injuries will provide further evidence of the most suitable tactics for different scenarios our officers face, and the tactics that are more or less likely to cause them injury, or indeed injury to the subject.
- Ensure that only necessary data is collected, and through consistent capture of the data will reduce bureaucracy, ensuring efforts are focused on exactly what is essential and meaningful.
- We will be able to move away from existing, bureaucratic processes such as the current Taser recording form – which despite the volume of data being recorded has never been able to provide easy and accurate data on who Taser is being used on.
- Enhance the ability of the service to contextualise use of force data and show proportionality of the different tactics used.
- Provide the service with the necessary data to rebut public and media criticisms around proportionality and unnecessary uses of force.
- Enable meaningful data analysis by the police, but also the public. Many forces have been collecting huge amounts of data on use of force for some time. However, this has not been coherent or consistent, and therefore not comparable from one force to the next.

### 3. Implementation

3.1 Following the acceptance of the recommendations, the Programme Board have overseen the establishment of a core data set to be recorded every time force is used. These have been subject to continual review and refinement with input by Pathfinder Forces who have implemented the new data collection system from April 2016.

3.2 This data set consists of essential information to ensure the service is in the best position to meet the review recommendations, put the service in the best place possible to improve transparency and understanding, ensure we can both respond to criticisms robustly and take the necessary learning to influence and inform training and guidance.

3.3 The Use of Force data set was set out in a letter to Chief Constables by CC Shaw. In total, CC Shaw has sent seven update letters from 29.06.15 to 13.07.16<sup>8</sup>, which included the full dataset to be collated, the requisite user-guidance, and the preparatory (compliance) deadline of October 2016. CC Shaw also requested every force to appoint a SRO and submit their full plans for implementing the new data collections system by October 2016. This information was received by the Programme Board in April 2016, with, it appeared, all forces committing to implementation. Commander Twist (MPS) took over responsibility for the programme in August 2016.

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<sup>8</sup> CC David Shaw wrote to all chief officers, via ChiefsNet, to update them (on the following dates): 29.06.15; 21.10.15; 23.10.15; 05.01.16; 04.03.16; 29.06.16; 13.07.16; Cmdr. Twist has written on 22.09.16 and 24.10.16.

- 3.4 This data set will also be used for the provision of the Annual Data Return (ADR) to the Home Office, which is expected to be confirmed in January 2017. The Home Office has led discussions with the Police Data Requirement Group who accepted the proposal to include Use of Force in ADR 2017/2018 on the basis that the data provided would be a subset of the data all Forces will be collecting. This has been agreed in principle by the Home Secretary.
- 3.5 The ADR will provide central collation of the key data collected by the service. After consultation with the Home Office it is likely that the ADR will consist of a large proportion of the Use of Force data as only the essential information will be recorded by Forces. The data that is not likely to be required for the ADR will be mainly relevant personal data such as the individual details of the officer using the force, threats made toward or assault on the officer, subjects name and some of the incident level characteristics. All of this information, however, is pertinent for Forces to capture for internal recording purposes and to contextualise the circumstances of the use of force. In line with the Programme Board's recommendations, this data will be supplied annually to the Home Office in a simple excel spreadsheet format – and the full dataset published locally as part of the constabularies' existing performance/data publications, on a quarterly basis.
- 3.6 The Programme Board is working towards a template in this respect, which will be shared with all constabularies to help ensure the uniformity of this process. It is hoped that this will provide greater clarity for all, and minimise the potential for unnecessary scrutiny and excessive freedom of information requests.

#### **4. Current Position**

- 4.1 All Home Office police forces have now updated the Programme Board of their current status. The breakdown is as follows:
- 4.2 41 forces/constabularies have confirmed that they will achieve the full data recording requirement before April 2017 (*17 constabularies achieved full compliance for initial October 2016 deadline*)
- 4.3 At this stage 2 constabularies inform they will remain non-compliant in April 2017. It is possible these forces will collate sufficient data to meet the ADR, although not the full recording requirement.

#### **5. Next Steps**

- 5.1 If Chief Constables confirm their support and participation it has been identified that this is likely to be of interest to HMIC as part of the PEEL Legitimacy programme as early as 2017; and further parliamentary commitments are anticipated in response to the Police and Crime Bill. In addition to submitting ADR data, forces will also be required to publish their full *use of force* data set on a quarterly basis, commencing in April 2017 (so first data to be published locally in July 2017).
- 5.2 In order to assess the national data collation process prior to the formal recording period, to be used for the ADR and publically available data commencing in April 2017, it is deemed prudent to undertake a test to highlight and resolve any challenges that may arise. To allow sufficient time for Forces to implement their Use of Force processes and systems prior to this test it is proposed that it is led and completed by the Programme Board in early March 2017.

#### **6. Support for Forces**

- 6.1 The Programme Board has identified that Smart IT solutions reduce officers' input time and improve their reporting experience especially with standard reports such as compliant handcuffing, which only requires very minimal data input if existing IT systems (e.g. custody and HR) are linked.
- 6.2 The Programme Board also recognised the pre-existing variation of reporting and data collation systems for the use of force within constabularies. For this reason, it was considered inappropriate to prescribe a single method of collation, although several tried and tested solutions have been made available to all forces for local consideration. Forces have adopted a number of different solutions, including work

around solutions for existing systems. South Wales, TVP and West Yorkshire have all made their solutions available for use in other forces on request to assist with the overall compliance effort.

- 6.3 Consultation with the Home Office and the NPCC lead for less lethal weapons has identified the temporary need to continue to report the use of Conductive Energy Devices (CED) to ensure there is a body of evidence to present to SACMILL regarding any new device. This will mean that the pre-existing and “new” data inputs will need to be reported by CED officers for approximately six months in order to prove the veracity of the new system. Once this is achieved, the existing ‘Taser’ report which is very time-consuming report will be decommissioned, resulting in a faster, more efficient, single gateway to record all *uses of force*, including firearms, Taser and other less lethal options.

## **7. Decisions required**

### **7.1 Chief Constables are asked to formally confirm:**

- i) Their approval for the implementation of the recommendations of the Use of Force Programme Board.
- ii) Their approval to undertake a national data collation test in early March 2017.
- iii) Their commitment to meet the data requirement set out in the recommendations by the implementation date of April 2017.
- iv) Their commitment to publish locally their full Use of Force data quarterly.

Chief Constables are asked to note:

- v) That the current data requirement for the use of Conductive Energy Devices (CED) will cease after effective evaluation of the newly commissioned device.

Name of Coordination Committee Head/Person Submitting: Chief Constable Wood

Rank: Chief Constable

Coordination Committee Area/Portfolio: Operations

# Use of force Data Review

## Introduction

1. Police *use of force* understandably and rightly attracts considerable scrutiny and attention from the public, Government, independent academics, policing bodies such as IPCC and HMIC, and the Police Service itself.
2. However, what is clear is that there is currently no consistent, comparable data on the different types of force the police actually use.
3. A requirement for international *use of force* reporting systems (AELE 2015; Hall 2009) has been recognised, with a drive for enhanced data collection and analysis in the UK (Payne-James et al 2014). A call has also been made for '*publicly available statistics on the use of force in the UK, for both Taser and other use of force techniques*' (Dymond 2014) to allow for assessments of injuries, and whether the circumstances in which techniques and weapons use have changed over time.
4. The call for accurate and reliable *use of force* data has been echoed by a number of organisations, including Black Mental Health, the IPCC, NPCC and various PCC's. The lack of available *use of force* data was also identified by Lord Toby Harris' Independent Advisory Group for deaths in Custody in 2013, and initial work has already commenced to capture data in custody throughout the majority of police forces in England, Wales and Northern Ireland. However, there is currently no system in place for comparing the use and implications of wider police *use of force*.
5. On the 23rd October 2014, the Home Secretary held a Policing and Mental Health summit which focused on improving the way the police interact with vulnerable people and Black and Minority Ethnic (BME) groups. Significant work is being taken forward following this event. However, it is clear that to assess the extent of the issue, and monitor any potential improvements, data and evidence are required.
6. In her speech, the Home Secretary made clear the importance of ensuring accurate and reliable data, asking CC David Shaw to lead a review of Taser and other *use of force* data:

*"...this is not just about mental health – the use of physical restraint and the use of Taser deserve a similar level of scrutiny. Taser is an important operational tactic which can protect the public, but we are right to demand transparency. So I have asked the national policing lead and Home Office officials to conduct an in-depth review of the publication of Taser data and other use of force by police officers. This will present options for publishing data on how police officers are deploying these sensitive powers, who they are being used on and what the outcome was. Just as with stop and search, we need to bring proper transparency to these powers by improving data reporting".*

7. At present, it remains challenging for police forces to compare the efficacy of one type of force against another. Some police forces are unable to state exactly what force is used against what people and thus whether force is used disproportionately against certain groups of people, based on age, sex, ethnicity, mental health or any other factors. All police forces agree that going forward, transparency is vital and that consistently collected, coherent data is an essential part of the process.
8. The opportunity therefore exists to ensure that all of these factors are considered in one project so that data capture can be undertaken consistently and efficiently, in an open and transparent manner across the Police Services of England, Wales and Northern Ireland.
9. Increased transparency will better enable individual uses of force to be placed in context, and provide greater reassurance amongst the public that force, when used, is proportionate, lawful, accountable and necessary in the circumstances. It will also assist in identifying instances where this is not the case.

### **How has the Review been taken forward?**

10. Following the announcement of this Review by the Home Secretary, Chief Constable David Shaw established a formal programme to deliver recommendations on police *use of force* data.
11. A workshop was held on 20 November 2014 which gave an opportunity for stakeholders and interested parties to help identify the problem, and establish the requirements for *use of force* data for the police, the public, and the individual organisational needs.
12. CC Shaw established a programme board comprising representatives from Amnesty International, Black Mental Health UK, IPCC, HMIC, College of Policing, Scientific Advisory Committee for the Medical Implication of Less Lethal Weapons, Department of Health, Home Office, PCCs, MOPAC and national policing leads. The board have provided expert scrutiny on the process, scope and objectives of the review.
13. A project team was established of subject matter experts including police, Home Office and College of Policing representatives, together with an independent researcher. The project team developed key questions to form the basis of the high level recommendations for improving police *use of force* data:
  - What types of force are currently recorded by police forces?
  - What types of force should be captured?
  - What data is required?
  - How should the data be captured & managed?
  - How should bureaucracy be minimised?
  - How will this be implemented?

14. The project team have developed recommendations on each of these questions, in collaboration with the programme board, relevant subject matter experts from key organisations (such as the College of Policing) and interdependent work being undertaken on the *use of force* (i.e; the Mental Health Experts Workgroup looking at force in specific settings such as custody and health settings or involving vulnerable people).

## **Objectives of the Review**

15. This project sets out to achieve a number of key objectives:

- Improve public trust and confidence in police *use of force* data through improved transparency.

The timely, accurate and consistent capture of key metrics relating to *use of force* will allow meaningful data to be regularly published. Whilst recognising that many external elements impact upon public trust and confidence in the police, and that *use of force* is one part of this, having the data in a readily available format will allow comparisons to be drawn and enhance scrutiny and accountability.

- Influence, enhance and improve the effectiveness of future police training, tactics and equipment.

Good quality, consistently captured data will enable the service to scrutinise its *use of force* by adopting a more evidenced based approach. Meaningful analysis can also be commissioned through the College of Policing to test the impact of training or other interventions, with a view to enhancing both subject and officer safety.

- Collect data on injuries

Such data, when analysed will improve understanding of which techniques or combination of techniques are more or less likely to result in injury to subjects, officers and possibly bystanders (i.e the possible side effects of irritant spray). It will also ensure greater accountability for the level of force used by officers, particularly where serious injury occurs.

- Reduce bureaucracy, increase the frequency and accuracy of recording and ensure that only necessary data is captured.

The collection of *use of force* data across the various police services is inconsistent and piecemeal, leading to unnecessary bureaucracy. Unnecessary bureaucracy will be reduced as a result of this project by ensuring that only essential data is captured. Once the new reporting system has been adopted, superfluous data, the capture for which has little or no value, will cease. A simpler,

quicker and more meaningful process will encourage greater operational participation, increased accuracy and enhanced datasets.

- Enhance the ability of the service to contextualise *use of force* data and consider it in terms of overall demand.

As a result of a patch-work approach to *use of force* data collection, the police service has never been in a position to contextualise and robustly justify a particular type of force used, in comparison to another technique or tactic. This work will enable such comparisons to be drawn and will assist senior leaders in explaining why certain uses of force and equipment are used as well as making any policy or procedural changes that may be necessary in light of this work.

- Enable meaningful data analysis.

The public, academics and external bodies will have easy access to use of standardised force data. The increased consistency and nationally agreed approach will enable more meaningful analysis to be undertaken and will ensure individual forces are held to account where necessary.

## **Current situation**

### **Data Collected in forces**

16. An independent academic researcher was tasked with contacting all 43 forces in England and Wales, as well as forces in Scotland, Northern Ireland, the Crown Territories and some non-geographic forces, to establish what and how data is currently recorded. This work was aimed at establishing exactly what the current picture is with regards to the capture of *use of force* data, the systems used by forces to manage the data and the levels of detail captured. It also aimed to identify best practice which could be embedded into some of the recommendations and future solutions. **The full report is attached – Appendix A.**
17. Of the 34 forces that responded, 25 have some kind of in-house data collection system in place, and there are many elements of good practice that could be built on nationally. However, as forces have independently developed their own systems, the extent and nature of the data collected, the type of data capture systems in place, and how and whether the information collected is analysed and utilised, varies considerably. This means that whilst significant information is already being collected by forces, there is no consistent approach or ability to retrieve, compare, and analyse such data.
18. Of the 25 forces with an in-house data collection system in place, the majority report the use and drawing of irritant spray and baton, the use of



dogs, restraint belts, other fabric restraints and non-compliant handcuffing, as well as empty hand techniques. Most also capture some details on officer perceived subject characteristics, officer characteristics and details of the incident. However there is a lack of consistent data capture around the precise details of the force used, the nature and severity of officer, subject and bystander injuries and few of these databases specifically capture when force is used in mental health settings, or is used to detain someone under the Mental Health Act.

19. There are also some limits to the extent to which the data collected is analysed and fed back into policing practice. At the same time, there is a strong appreciation amongst the majority of the 34 forces responding to the survey of the benefits of *use of force* reporting, as long as this is quick and easy to complete, and is accompanied by useful data analysis.

### **Data Collected Nationally**

20. The Home Office currently publishes national statistics on the police use of Taser and the police use of firearms.
21. Police use of firearms is captured as part of the Home Office Annual Data Return (ADR). Taser data is published using aggregated data collected at force level, which is then collated by the National Armed Policing Secretariat. Additionally, Taser data is collected through the completion of Taser use forms which are submitted to the Home Officer Taser database. However, as referenced in the publication of the *Police Use of Taser Statistics*, the Home Office Taser database contains inaccuracies, and is not of a standard that the Home Office would require from national statistics.
22. The current collection of Taser use data is cumbersome and time consuming for officers. It does not meet the needs of the independent medical advisors on less lethal weapons (SACMILL), and has not been of sufficient standard to provide national statistics, hence why aggregated force data is used.
23. A new, consistent system of data collection for all *use of force* will ensure that all data captured is necessary and relevant.

### **What types of *use of force* should be captured?**

24. From the feedback at the *use of force* workshop, and the Policing and Mental Health summit, it is clear that there is a need for data to be collected across all types of *use of force*, not just Taser and firearms. However, it has become clear that there is no single consistent definition of *use of force* that is used by the police service which can be utilised for data capture purposes.



25. The project team has therefore reviewed various descriptions of ‘*use of force*’, as set out in relevant guidance and documentation, and considered each to establish a meaningful benchmark for the types of force which should be recorded.
26. The College of Policing Public Order Authorised Professional Practice (APP) states that ‘*the law recognises that there are situations where police officers may be required to use force. The primary responsibility for using force rests with individual officers, who are answerable to the law*’. (<https://www.app.college.police.uk/app-content/public-order/core-principles-and-legislation/police-use-of-force/?s=force>)
27. The HMIC's Rules of Engagement Review (2011) also adds value. This sets out the ten key principles governing *use of force* by the police: (<http://library.college.police.uk/docs/APPref/use-of-force-principles.pdf>).
28. The 2012 Personal Safety Manual lists within the various chapters the types of force used by the police. The manual divides the various techniques into the following categories:
- Unarmed Skills including;
    - Spear
    - Pressure Points
    - Strikes
    - Restraints
    - Take-downs
  - Handcuffing (compliant and non-compliant)
  - Drawing and / or use of irritant spray
  - Drawing and / or use of batons
  - Limb Restraints
  - Taser, AEP, Water Cannon and Firearms (commonly referred to as role specific skills)
29. To enable consistent guidance that cannot be misinterpreted, it is important to provide clarity to police officers on the actual types of force for which they would be expected to record data. The higher level uses of force such as firearms and Taser are easily identified, and in the majority of instances recording such *use of force* would already be routine. However, a less prescribed set of circumstances exists in relation to lower levels of force, where the definitions of what should currently be collected is less clear.
30. The Personal Safety Manual therefore provides an appropriate basis for the types of force for which data must be captured.
31. At present approximately 50% of forces are already collecting some data on a wide-range of types of force, such as those set out above.
32. Additionally, there may be rare incidents where officers have to use tactics or techniques which are not listed in the manual. For example, if an

officer was unarmed and attacked, it is possible that the officer would use whatever object was within reach to defend themselves (pen, bat etc). Further work will be required to ensure information from these scenarios will also be captured.

### **Recommendation 1**

The basis for the types of force which require information to be recorded by the police are set out in the Personal Safety Manual and should be adopted for the purposes of this *use of force* data project.

### **Recommendation 2**

Further work is undertaken to ensure *use of force* data can be captured in instances where officers are required to use tactics or techniques not listed in the Personal Safety Manual. This work should be completed by the 1<sup>st</sup> April 2016.

## **What data must be collected?**

33. There is a clear requirement that for those types of *use of force* identified, consistent, coherent data must be agreed and collected. To establish the exact data requirements, the project team have considered the key objectives of the review, as agreed with the programme board. The team identified some of the detail and questions that the *use of force* data would aim to answer. This includes:

- How many times is force used in each police force?
- What type of force is being used?
- Where is force being used?
- Who is force being used on?
- What significant injuries are being caused by *use of force*?
- Is force specifically being used in health settings and/or police custody suites?

### **Core Data**

34. To achieve this basic information, the project team, building on some of the best practice demonstrated by forces have set out the core data required.

35. The expected level of core data which will be required to be captured for all incidents involving *use of force* should be:

- **Day, date and time of *use of force***
- **Officer details;** Collar number, Surname, Force
- **Type of force used;** what tactic / technique was employed
- **Subject characteristics (Visual & officer defined);** Age, ethnicity, sex, disability.

- **Location of use of force**; policing area, Borough or Basic Command Unit (BCU)
- **Type of setting**; Custody, Street, Health setting, Mental health premises, other building
- **Circumstances of use**; threat to life, threat to officer/s, prevent crime, public order, protect self / others / subject, proactive use, reactive use.
- **Aggravating factors**; weapons, alcohol, drugs, mental health.
- **Level of Subject resistance**;
- **Effectiveness of the use of force**;
- **Outcome**; e.g. arrest, hospitalisation, detained under Mental Health Act.
- **Injuries to subject / officer / bystanders (officer defined)**;

### Recommendation 3

A core set of data is captured for all incidents involving police *use of force*.

### Enhanced Data Requirements

36. The project team also considered the need for data which may be necessary in certain situations and circumstances beyond that captured as part of the core data. Such circumstances were identified in consultation with interested parties represented on the programme board and at the *use of force* data workshop, as well as through mapping of interdependent work being undertaken.
37. Where more than one data collection is required for a specific incident, it is important that there is a clear link between the data sets to avoid confusion and/or undue bureaucracy for officers. This should aim to prevent overlapping or duplication of the information captured. It will also provide a clearer process for officers, which shows exactly what data must be reported for any incident, averting situations where key information is not captured due to lack of clarity.
38. Further work will be necessary with key partners to ensure all required data to be captured is identified, and a streamlined, coordinated process is introduced. This could include a 'flag' system which would direct the officer to provide additional / enhanced data when certain scenarios or outcomes were selected as part of the core data collected.
39. One such enhanced data collection could be for completion of the 'Mental Health toolkit', developed by the Mental Health and Restraint experts working group. As announced by the Home Secretary at the Policing and Mental Health summit, this group aim to respond to specific concerns regarding the treatment of those with a mental health condition. A specific outcome of this work has been the development of a detailed toolkit which records greater detail around instances when a subject is detained under the Mental Health Act.

40. As part of the *use of force* data workshop and in consultation with board members, the project team also identified that enhanced medical data is likely to be required by SACMILL, (the Committee responsible for the medical assessment of less lethal weapons requiring authorisation for use from the Home Secretary). Detailed medical data is necessary to allow SACMILL to inform and uphold medical statements. This data would not be captured by the core data requirement.
41. SACMILL has identified possible triggers for when additional data should be captured;
- Death within 72 hours of a *use of force* incident involving less lethal weapons.
  - Death at any time following a *use of force* incident in which the victim died after hospitalisation which was the result of the *use of force* incident.
  - Serious injury sustained within an hour before, during, as a result of, or in the wake of a *use of force* incident in which a less lethal weapon was deployed.
  - Suspected long term adverse medical effects on any subject against whom a less lethal weapon was deployed.
42. The mechanism for how such enhanced data is ‘flagged’ when a core data record is completed needs to be developed. To ensure we introduce a streamlined data capture system that does not cause duplication of effort, or confusion, it is important that all additional, interdependent data sets required for incidents are identified.

#### **Recommendation 4**

Further work is undertaken to ensure all enhanced data required is identified and the exact data requirements for each is established. This work will include consultation with interdependent programmes of work, and key organisations, such as SACMILL. This work should be completed by the 1<sup>st</sup> April 2016.

#### **Recommendation 5**

A process is defined to develop a ‘flagging’ system where enhanced data must be recorded in specific instances. This work should be completed by 1<sup>st</sup> April 2016.

### **How will this data be captured and managed?**

43. To ensure the introduction of new requirements for collecting data are meaningful, it is essential that a system is identified which allows capture, management and analysis of the data.

44. Whilst considering and assessing potential systems, this review has been mindful to balance the financial restraints of the current economic climate, with consideration of more aspirational solutions which mirror the direction of travel for police digitalisation. Considerations include:
- Expand the use of existing systems in place within individual forces for the collection of *use of force* data, and the identification of best practice.
  - Ensure forces can collect and manage data recorded and held locally to provide national statistics which allow comparison of the types of force being used by each force.
  - Utilise other data collection systems currently being introduced or established for collection and analysis. This includes an assessment of the ongoing stop and search work.
  - Implement early solutions to record and publish accurate data as soon as possible, whilst considering transition to a long-term, future proofed, intelligent aspirational solution.

## Options

### A. Identification of best practice in *use of force* data collection and use local data management systems for holding and managing data.

45. Cambridgeshire Constabulary already has an established system for the collection and analysis of data on *use of force*. Cambridgeshire are currently in negotiation with other forces to develop a single shared mechanism and reporting process.
46. As shown by Cambridgeshire, many forces already collect and store significant amounts of *use of force* data on local systems. It may not be necessary to introduce new data management systems in all forces for the purpose of recording *use of force* data. However, further work will be required to ensure the data collected is consistent, and in a format that is compatible, and will allow comparison and scrutiny.
47. This system could benefit from a lead force acting as a pathfinder for the *use of force* data collection. Cambridgeshire Police is well placed on this project, due to their IT infrastructure and their established *use of force* data collection mechanism.
48. Other forces who have also demonstrated that they collect significant *use of force* data include: Warwickshire Police & West Mercia Police, Thames Valley, Gwent, Surrey, Sussex, Essex, Norfolk and Leicestershire.

## B. Introduction of a centralised, national Database through the Home Office Data Hub

49. The Home Office Data Hub collects data from all forces on specific recorded crimes. This information is regularly published and provided to policy leads for analysis. The Hub is reliant on accurate police data entry, but can automatically reject data that is not within parameters, and will provide error alerts on data that is deemed to be anomalous. All data-sets collected require each force to have a data capture system.
50. This data is used to form quarterly crime statistics, but also shared more widely with HMIC, and the MoJ. In the future there are considerations for linking this data directly to PNC and Police.uk.
51. There is potential to add a section to the Hub database, but this would be at a cost of approximately £40k. The work would take three months to be completed by ATOS on behalf of the Home Office.
52. This system would create a section on *use of force* data which would be searchable, but would not create whole comparable tables of data. To create this comparison would place a further burden on police forces and the Home Office due to the required ATOS uplift and an increased data requirement.

## C. Hold and publish data through Police.Uk

53. The Home Office has been working with forces to input Stop and Search data into Police.UK.
54. Currently information is still collected on paper forms in some forces, but where local IT capability allows, other forces have started collecting data on mobile devices. Data is mainly input by officers, but in some forces this is delegated to control room staff and administrators. Each force has its own database, which then cleanses the data to upload onto Police.uk.
55. The Home Office and the National Policing Governance Board has been integral in resolving issues and bringing pace to the project.
56. Additional local and national functionality is also being considered within Police.UK e.g. overlaying crime maps with stop and search data; and individuals being able to track their stop and search information and access their paperwork.
57. It would cost approximately £8,000 to publish *use of force* data on Police.uk.

D. Data collected nationally through inclusion within the Annual Data Return

58. The Home Office Annual Data Requirement (ADR) is underpinned by legislation (Police Act 1996 and strengthened by the Police and Social Responsibility Act 2011) and allows for a consistent and quality data collection in a timely manner. The ADR is a list of all routine requests for data made to all police forces in England and Wales under the Home Secretary's statutory powers. Those Acts place a legal requirement on forces to supply crime and policing data.
59. The ADR collects data through various routes including simple excel spreadsheets through to more complicated data hubs (including the Home Office Data Hub – see below).
60. The data can be required on a mandatory basis, or can be volunteered by police forces if they already collect the data and wish it to be published. The majority of data is published quarterly by the Home Office, but also shared with Police.UK, IPCC and HMIC.
61. The next potential start date for a *use of force* data entry to the ADR is for 2017/18. However, a voluntary collection system could be introduced to some forces from 2016/17.

E. Further technical scoping option: Home Office Digital

62. The Home Office could assist in the commissioning of Home Office Digital to undertake a scoping and research exercise to understand the technical requirement and potential options for delivering a longer-term suitable IT solution.
63. Further consideration should be given to the potential funding sources for the development of an intelligent, national data management system. Options such as a cloud-based system which can be accessed by all forces, and potentially the public, should be assessed.

**IT Solution Conclusions**

64. The most realistic system for introducing a process immediately for collecting, managing and publishing data will be a combination of the options set out above.
65. Research on the current position for *use of force* data recording showed that a number of forces are already collecting significant data and managing these using local systems. It should therefore be possible to ensure each force has a suitable local data management system in place to hold all use of force records.



66. For the purpose of ensuring comparable national data is provided and published, the ADR should be utilised. The ADR is a tried and tested mechanism that could be used to collect and publish aggregated statistics from police forces, allowing comparison and analysis of the *use of force* in each force.
67. The ADR will not collect statistics for all core data that must be recorded in each incident. The aggregated data to be requested will need to be defined. However, as a minimum it could include the overall number of incidents by force, the types of force used, and who force is used upon.
68. The earliest potential start date for inclusion of *use of force* data in the ADR would be 2017/18. Each police force is therefore expected to have a system in place for recording all core data required, from which the ADR statistics will be provided, before 1 April 2017. Each police force should confirm their plans for introducing this system by 1 April 2016.
69. A programme for introducing the new data collection system initially with selected pathfinder forces should be agreed for the year 2016/17. The pathfinder forces should introduce a system for recording all core data, and a system for providing the necessary aggregated statistics that will form the *use of force* ADR requirement.
70. To help establish the exact requirement on forces, a workshop should be considered prior to 1 April 2017, when collection of the data would be mandatory. The workshop should consider how a new system could be introduced in each force, how the ADR requirement can be satisfied, and agree the timing for each force to implement the new system.
71. Further work should be undertaken to establish the best option for an aspirational system for managing and publishing data on police *use of force*. However, it is important to note that this will have costs attached to it which would require exploration. This option could also be some time in development and implementation.

### **Recommendation 6**

A selection of pathfinder forces will begin collection of all *use of force* records on existing, local data management systems by 1 April 2016

### **Recommendation 7**

Aggregated high level statistics will be provided from each pathfinder force in the period 1 April 16 to 31 March 17. The exact ADR requirements should be established before 1 April 16.

### **Recommendation 8**

All forces should set out their plans for introducing a system for recording *use of force* records by 1 April 2016. This system will include the collection and management of all core data, and the submission of aggregated statistics required in the *use of force* ADR requirement.

### **Recommendation 9**

*Use of force* data should be submitted for inclusion in ADR 17/18 for all forces.



## **What should be done with the data? Publications, statistical analysis, influencing guidance and policy.**

72. When introducing any new data collection, it is vital that consideration is given to what data is being recorded, why, and what will be done with it.
73. As demonstrated at the *use of force* data workshop, there is general agreement that statistics should be published to allow consistent review and comparison of *use of force* data between forces. As described above, we recommend that this is achieved through forces' aggregated statistics being provided to the Home Office as part of the ADR.
74. Much of the data received through the ADR is routinely published. Some collections, for national and official statistics undergo a thorough quality review process after collection by Home Office statisticians.
75. The code of practice for official statistics outlines principles and practices associated with user needs; *Impartiality and objectivity; Integrity; Quality; Confidentiality; Burden; Resources; Frankness and accessibility*. Official statistics are regularly collected, use recognised statistical methods, represent the total population of the entity they cover and provide insight into government's performance and delivery.
76. The UK Statistics Authority expects high profile and regularly publicly quoted key figures on departmental performance to be official statistics. On the other hand, transparency, management information and performance data is more flexible and responsive to departmental and user priorities and often has a lower profile user base.
77. It is vital that if statistics on police *use of force* are to be published, the recognised standards must be complied with to ensure public and police confidence in the process. Consideration should be given to the exact status of *use of force* statistical publications, including consideration of appropriate quality assurance and reliability.
78. As well as the standards of published statistics, it is important that a process is established which provides quality assurance at the point of data being recorded. The current Taser form has an established process for providing quality assurance, with a level of oversight and scrutiny being provided by dedicated officers. A similar approach should be considered to provide such scrutiny over all *use of force* records.

### **Recommendation 10**

Further work should be undertaken to define standards for data collection, management and publication. This should include quality assurance and scrutiny for each incident where core data is recorded, the provision of aggregated statistics for the ADR, and publication standards for national statistics. This will provide confidence to both the public and the police.

79. The data provided to the Home Office through the ADR will only provide an overview of the *use of force* statistics in each force. Full core data metrics will not initially be used at a national level.
80. Despite this, the core data records should allow further scrutiny and analysis to help inform police training and guidance, and assist in policy decision making. A mechanism for this analysis should be established. Consideration should be given to individual forces and/or PCCs publishing core data records locally. This would need to be in an agreed format that allows comparison and analysis. Consideration should also be given to who could scrutinise and analyse the data.
81. Analysis and scrutiny of the core data records could potentially provide evidence on:
- the total number and proportionality of different types of force used by each police force;
  - the scenarios that lead to different types of force being used;
  - the proportionality of uses of force by age, ethnicity, gender;
  - the types of force that cause significant injuries;
  - the locations police are using force, including in health settings and / or custody suites;
  - The type of force used on vulnerable people, and those with health issues.
82. As well as agreeing what analysis should be carried out on the core data recorded by forces, consideration should be given to who carries out the analysis.

### **Recommendation 11**

Further work is recommended to ensure that a system is in place within each force for the analysis of local *use of force* data, coupled with a process by which individual forces publish such data in a consistent format.

### **Further considerations**

83. All programme board members and stakeholders for this review were encouraged to identify what they believed should be in scope, and what gaps existed in current guidance and policy. The project team have considered feedback and identified a number of further issues for consideration, which do not form part of the remit of this review.
84. A more robust process of oversight and scrutiny should be introduced when Taser is used, with particular attention given to its use within A&E departments, mental health settings and custody facilities. Specific consideration should therefore be given to enhanced post-incident procedures when *use of force* is used within these particular settings.

85. The programme board discussed the capture of medical data on uses of force outside of less lethal weapons. Consideration should be given to what medical data should be collected, what should be analysed and how.
86. In setting out the data requirements for consideration of the medical impact of less lethal force, it was highlighted that a gap in data exists around the longer term medical impacts (both physical and psychological) of different types of *use of force*. This would not be within the remit of the police service to collect this data. However, options should be explored on who could take this work forward in the future.

### **Recommendation 12**

Issues identified which do not fall in scope of this review should be referred to the relevant work groups and bodies for consideration.

## **Implementation and transition**

87. Further work is required to define the recommendations from this report, and to implement a new data management system for *use of force* recording. Early work is also required to understand the transition from existing data collections on Taser and firearms to a new system.
88. The current system for recording Taser data is both resource intensive and not fit for purpose. By continuing to collect this data in its current format whilst initiating the new system, there will be duplication, and unnecessary additional burden put on officers. The project team therefore believe that the use of the existing database should be phased out, as forces move to the new data recording system.

### **Recommendation 13**

The current system for capturing Taser and firearms data will be phased out, as each force introduces a new consistent system of data capture.

89. To implement the findings of this report, it is proposed that CC David Shaw continues to chair a programme board to provide oversight and continued engagement. The project team consisting of subject matter experts will continue to support the project, and will establish specific work streams to deliver the detail of the recommendations.

In order to drive forward the recommendations, a number of work streams will be established;

**90. Work stream 1 – Techniques and tactics**

This work stream will consider the existing suite of available police tactics and techniques that are currently recognised, and will report on exactly what types of use of force should be recorded for the purposes of data collection.

**91. Work stream 2 – Core and enhanced metrics**

This work stream will recommend what core metrics should be required (i.e what will be recorded for all uses of force) and what enhanced metrics will be required (i.e when an agreed tipping point based on subject injury, location and / or subject vulnerability is reached).

This work stream will also determine the exact tipping or trigger point. At this point, further data requirements will be necessary and this group will determine what those are, in order that more enhanced analysis can be carried out. This work stream will include SACMILL members to ensure statements in relation to less lethal weapons continue to be able to be produced.

**92. Work stream 3 – I.T. requirements**

This work stream will consider the I.T solutions available, to efficiently capture use of force recording in a consistent way across all UK police forces, whilst minimising bureaucracy.

**93. Work stream 4 – Data quality, governance and publication**

This work stream will consider how the captured data should be quality assured and recommend proportionate governance mechanisms to ensure the data is robust and accurate. Finally, the work stream will recommend how publication of the data should be taken forward.

To ensure that the recommendations are progressed through the work streams, a programme manager has been identified and appointed. The programme manager will work directly to CC David Shaw, and funding for this post has been agreed until August 2016.

**Implementation Schedule**

94. The timetable for introducing a new system for data collection is set out below:

- All work streams report by 1 March 2016 to further define detail of the recommendations, as necessary. This will include agreeing the criteria for core and enhanced data to be established by 1 March 2016.
- A workshop is held In March 2016 to communicate the requirement to all police forces.

- All Forces should set out their implementation plans by 1 April 2016.
- Pathfinder Forces begin collecting all core and enhanced data, managing the records locally, by 1 April 2016.
- Pathfinder Forces provide aggregated statistics to the project team to replicate an ADR collection, by 1 October 2016. This will demonstrate and provide learning for the future mandatory *Use of force* ADR collection.
- All Forces are expected to collect core and enhanced data by 1 October 2016.
- Aggregated *use of force* statistics will be provided to the Home Office from all Forces for the ADR collection 17/18.
- Publication of *Use of force* ADR statistics will be published by the HO in mid 2018, in line with the ADR publication schedule.

95. Additional work will also be taken forward in parallel. This includes:

- Consideration of an intelligent, national data management system as an aspirational future collection tool.
- Agreement on the analysis of core data required.
- Agreement on the standards of data to be published.

## **Communication and implementation strategy**

96. To ensure that the recommendations from this review are understood and accepted by each force, an engagement strategy will be adopted. Findings of the review will be shared and consulted on by programme board members, together with the Chair of the NPCC Operations Coordinating Committee and the College of Policing's Professional Community Chair. CC Shaw will also provide updates to all Chief Constables.
97. Going forward, membership of the programme board, progress of the separate work streams and minutes of meetings should be published, to demonstrate how decisions are being reached and what engagement has been undertaken. This will affirm a commitment to transparency and will ensure that potential FOI requests can be dealt with by having all the relevant information in an easily accessible format.

## **Summary of recommendations**

### **Recommendation 1**

The basis for the types of force which require information to be recorded by the police are set out in the Personal Safety Manual and should be adopted for the purposes of this *use of force* data project.

### **Recommendation 2**

Further work is undertaken to ensure *use of force* data can be captured in instances where officers are required to use tactics or techniques not listed in the Personal Safety Manual. This work should be completed before 1 April 2016.

### **Recommendation 3**

A core set of data is captured for all incidents involving police *use of force*.

### **Recommendation 4**

Further work is undertaken to ensure all enhanced data required is identified and the exact data requirements for each is established. This work will include consultation with interdependent programmes of work, and key organisations, such as SACMILL. This work should be completed before 1 April 2016.

### **Recommendation 5**

A process is defined to develop a 'flagging' system where enhanced data must be recorded in specific instances. This work should be completed by 1 April 2016.

### **Recommendation 6**

A selection of pathfinder forces will begin collection of all *use of force* records on existing, local, data management systems by 1 April 2016

### **Recommendation 7**

Aggregated high level statistics will be provided from each pathfinder force in the period 1 April 16 to 31 March 17. The exact ADR requirement should be established before 1 April 16.

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### **Recommendation 9**

*Use of force* data should be submitted for inclusion in ADR 17/18 for all forces.

### **Recommendation 10**

Further work should be undertaken to define standards for data collection, management and publication. This should include quality assurance and scrutiny for each incident where core data is recorded, the provision of

aggregated statistics for the ADR, and publication standards for national statistics. This will provide confidence to both the public and the police.

**Recommendation 11**

Further work is recommended to ensure that a system is in place within each force for the analysis of local *use of force* data, coupled with a process by which individual forces publish such data in a consistent format.

**Recommendation 12**

Issues identified which do not fall in scope of this review should be referred to the relevant work groups and bodies for consideration.

**Recommendation 13**

The current system for capturing Taser and firearms data will be phased out, as each force introduces a new consistent system of data capture.

**David Shaw**  
**Chief Constable**  
**National Conflict Management Lead**

October 23<sup>rd</sup> 2015.

## **Item 10**

# **Labour's Policing Priorities for 2017**

**Presentation from Lyn Brown,  
Shadow Minister for Policing**





# **Item 11**

## **Operation Resolve**

**Presentation from Robert  
Beckley, Assistant Commissioner,  
Operation Resolve**



# Chief Constables' Council

## Police/Fire Collaboration

25/26 January 2017/Agenda Item: 12

**Security classification:**

**Disclosable under FOIA 2000:** No.

**Author:** Michael Tunks

**Force/organisation:** Northamptonshire Police

**Date created:** 19<sup>th</sup> December 2016

**Coordination Committee:** Operations

**Portfolio:** Police/Fire

**Attachments @ paragraph:**

### 1. INTRODUCTION/PURPOSE

1.1. The purpose of this paper is to provide Council with an update on the collaborative programme of work between the National Police Chief's Council (NPCC) and the Chief Fire Officers Association (CFOA).

1.2. To update council on the progress of the Fire Reform programme.

### 2. WORK STREAMS

2.1. ***Mobilisation and Crisis Management-*** Representatives from the Fire and Rescues Services National Resilience and National Police Co-ordination Centre (NPoCC) have now met on three occasions to consider the national coordination mechanisms in use by Fire and Rescue and Police with a view to identifying areas of good practice that could be adopted across both services. A review of the Police Mercury system and Fire and Rescue National Resilience Electronic Support System (ESS) has taken place to examine whether a single system could provide capability data and real time resource management information for both services. Discussions have also taken place between the two organisations regarding NPoCC representing Fire at COBRA meetings when Fire wouldn't have representation as a matter of course. Other areas being investigated include the adoption of the principles contained within the NPCC mutual aid recharging protocol and the feasibility of a joint operations room for the coordination of major national multi agency incidents in accordance with JESIP.

2.2. ***Headquarters support to CFOA and NPCC-*** Discussions have taken place between the two lead officers to explore the opportunities for shared support and potential synergies between the two councils. The NPCC has an established London base from which a number of staff operates. CFOA are operating from their headquarters in Tamworth, where about twelve staff (not all full-time) are based. CFOA is currently in the process of reviewing its support services following a significant drop in funding to the Association and as a result of this review has concluded it would like to establish a London presence to facilitate the work of the NFCC (National Fire Chiefs' Council) Chair, although it is not looking to transfer its whole staff team to London. There are therefore a number of potential areas and synergies between the two organisations. A two phased approach will now be adopted to secure these benefits:

Phase 1- Providing an office base for the NFCC Chair to use in the NPCC offices with access to meeting spaces, IT network etc. As well as providing the NFCC chair with easy access to the Home Office and Westminster, this would also facilitate discussions between the two senior teams of the NPCC and NFCC. Further scoping work is planned to confirm the requirements and make the necessary arrangements before April 2017.

Phase 2- There are a number of support activities that are common to both the NFCC (CFOA) and the NPCC. The second phase is therefore intended to explore further potential opportunities around sharing support services as opportunities present themselves. This might extend the range of support services to both organisations and would provide the NFCC with increased resilience in its support functions.

- 2.3. Review Co-ordinating committees between NPCC and CFOA-** The lead officers responsible for delivering this work stream have met on two occasions and a mapping exercise to identify the synergies between the two committee structures is being conducted. Work to progress this should steadily increase following the transition of CFOA to a council based structure, following their own internal review of their committees. The current view is that connections between committees will be flexible and based on the benefit achieved through the various options. This may include fully merged committees or fully merged teams working below committee level. Another option would be to explore the possibility of a police representative sitting on fire committees or fire representatives sitting on policing committees. The working group has found the connections between CFOA and NPCC particularly useful for the fire reform programme. A number of key documents and experiences which have aided NPCCs transition to a council structure have been shared with CFOA and is being fed into the development the development of the National Fire Chiefs' Council (NFCC).
- 2.4. Procurement-** An initial meeting has taken place attended by DCC Frost, Lynda McMullen, Lee Tribe, Ann Millington and Ian Curry at the Home Office on 13<sup>th</sup> October. This is one of the shared committees adopted between the two services. A report is being produced following this meeting which will identify further synergies between the two services. The Fire Service continues to work on their approach to national procurement and good progress is being made by the Fire Commercial Transformation Board. Six Chief Officers have agreed to lead a strand of the Fire Procurement strands and a first formal meeting between them took place in December. Following this meeting, further contact will be made with NPCC and the joint procurement committee early in the New Year.
- 2.5. Colleges Leadership and Professional Development-** The scope of this work is to identify what is needed from the leadership of Police and Fire now and into the future and to consider what skills and attributes would be needed to lead a single organisational structure between the two organisations as identified in the Police and Crime Bill. Alex Marshall from the College of Policing and Dave Curry from CFOA have been identified to lead this strand of work. Progress on this work strand has been slow to progress. In part this is simply down to the volume of transformational work that both sectors are being asked to pursue in this area. Both representatives from Police and Fire have been working together to assist the development of what a new independent standards body might be for the fire and rescue service. Enquiries have also been made with the NPCC lead around what the future role for research and development might be between the two services, which is gaining pace within the fire service.
- 2.6. Air Support-** A paper was submitted to the NPCC Operations Committee in December on behalf of Chief Constable Simon Byrne, the NPCC lead for Aviation, which highlighted the

work that Chief Constable Byrne had been progressing with Border Force and Immigration Enforcement, NHS England and the Fire and Rescue Service with a view to further scoping work for the development of a Blue light Air Support Service across these services. The paper is being submitted to Chief Constables Council in April for consideration and will also be put before the Association of Police and Crime Commissioners General Meeting and the Chief Fire Officers Association General Meeting for feedback.

### **3. FIRE REFORM**

- 3.1. On 3<sup>rd</sup> November 2016, the Home Office published the long anticipated Adrian Thomas review “Conditions of service for fire and rescue staff: an independent review” which has made a number of recommendations for improvement for the Fire and Rescue Sector.
- 3.2. Chief Fire Officer, Roy Wilsher, has been announced as the Chair of the new NFCC (National Fire Chiefs Council) and will start in post in April 2017 for a period of two years, with the possibility of extension to 2020. This is intended to mirror the arrangements with NPCC. CFOA will now begin work on further changes to their back office following the presidential decision and over the next year there will be potential for further collaborative opportunities with NPCC.
- 3.3. CFOA are currently working on a restructure of their Council and Committee structures that will see the following CFOA committees established:
  - **Operations** (Chair: Dan Stephens)
  - **Prevention** (Chair: Stewart Edgar)
  - **Health** (Chair: Peter O’Reilly)
  - **Workforce** (Chair: Ann Millington)
  - **Sector Improvement and Standards** (Chair: Geoff Howesgo)
  - **Sector Resources** (Chair: Chris Strickland)
  - **International** (Chair: Paul Walker)

### **4. EMERGENCY SERVICES COLLABORATION WORKING GROUP**

- 4.1. The Emergency Services Collaboration Working Group has now produced a refresh of its national overview document- in which the NPCC and CFOA leads had input into its development.
- 4.2. The National Police Chiefs Council are working closely with the Association of Police and Crime Commissioners (APCC), Chief Fire Officers Association (CFOA), the Association of Ambulance Chief Executives (AACE) to further develop the groups terms of reference and to develop a job description and secondment opportunity for a member of staff to support the Group.

### **5. DECISIONS REQUIRED**

- 5.1. That Council note the contents of this paper.

**Name** Andy Frost

**Title** Deputy Chief Constable

**Lead Area** Police and Fire Collaboration



# Chief Constables' Council

## Item 13: Citizens in Policing update and next steps

**Security classification:** Official

**Disclosable under FOIA 2000:** Yes

**Author:** CC Dave Jones

**Force/organisation:** North Yorkshire Police

**Date created:**

**Coordination Committee:** Local Policing and Partnerships

**Portfolio:** Citizens in Policing

**Attachments:** @ para 1.2 Annex A, para 2.2 Annex B

### 1. INTRODUCTION

1.1 In July, NPCC members approved the new Citizens in Policing (CiP) national strategy along with a common standard for and the recording of the Special Constabulary into NPoCC, and the CiP Initial Implementation Plan 2016-2019.

1.2 Since then delivery of three Police Innovation Fund (PIF) bids is continuing, the first national CiP conference has been held and national leads identified for the Special Constabulary (SC), Police Support Volunteers (PSV) and Volunteer Police Cadets (VPC). Coordination with related projects across England and Wales is finding purchase, a national benchmarking exercise has provided the evidence for next steps and an infrastructure and set of work streams has been agreed (Annex A).

### 2. BACKGROUND

2.1 The CiP strategy comprises four main groups of stakeholders which are being integrated incrementally. Whilst focus is predominantly with the first phase for those “Directed, trained and managed by police forces” (SC, PSV and VPC), stakeholder groups are often mutually inclusive. Thus the strategy is already reflecting the wider aims of social action as described by the Cabinet Office.

2.2 A National CiP Benchmarking Exercise for first phase stakeholders was commissioned through the Institute for Public Safety, Crime and Justice (Annex B) and findings are summarised below.

2.3 There are large numbers of volunteers in policing; some 38,000 in total, approximately 16,000 SC, 8,000 PSV, 11,000 VPCs and 3,000 Office of Police and Crime Commissioners’ volunteers. However there appears to be a sizeable proportion that is inactive or exhibiting very limited activity and this can heavily distort perceptions of volunteer numbers and activity when based simply on headline headcount figures.

2.4 The hours served by volunteers in policing are substantial. Whilst care is needed with the data quality, an overall figure in excess of five million hours per year, including over 3.5m hours served by Special Constables, seems reasonable.

2.5 The financial value of police volunteering is estimated at £75m against direct budgetary costs of around £15-20m. However methodologies to assign financial value to police volunteering activities are immature and



unsophisticated and do not include additional effort for such as training and mentoring. Total costs will, therefore, be higher.

2.6 There are only very limited data available in respect of diversity, patterns in numbers and composition changes and there has been little history of investment in data analysis, evaluation or performance approaches across police volunteering at either national or local level.

2.7 Inconsistency and absence of common standards across police volunteering raise significant challenges and approaches to recruitment, training, and SC 'Independent Patrol Status' are particularly marked in their variation across forces. There is also very little commonality of approach, process or standards in respect of PSVs. The national programme model for VPC does provide a greater sense of a common approach across forces, albeit even they appear to have some marked variations in policy and practice.

2.8 In terms of infrastructure there is very limited national or regional organisation. National coverage of CiP coordinators was established in 2009 as part of a campaign to boost Special Constabulary numbers however funding was time-limited and all but one of those posts are now disestablished. Some investment continues or has begun again but the benchmarking findings demonstrate what has been lost in terms of development of and access to global, consistent data, coordination of effort and resources and sharing of findings and development of national standards. Desirable in themselves these objectives also mirror what volunteers themselves are seeking.

### **3. Next Steps**

3.1 Work to deliver the benefits within the PIF bids for the VPC, national CiP website and SC records management will continue as scheduled. Effort is also underway geared towards maximising and growing the current £75m "value" of volunteering.

3.2 The 17 work streams at Annex A and their leads have been agreed. These form a varied and cross-cutting portfolio, some of which can be progressed within current resources. Investment will be required however to resolve the major findings from benchmarking, notably those around creating a national infrastructure and providing reliable data.

3.3 A proposed infrastructure model looks to restore the NPCC Regional CiP Coordinators with a new CiP senior manager to drive and coordinate the effort nationally. A further report will be presented to the NPCC's next meeting setting out the likely investment needed and options to achieve that.

3.4 A £0.5m, two-year Police Transformation Fund (PTF) bid will also be submitted that, in addition to specifically funding the six work streams within the "Providing Evidence" portfolio, will provide much needed ballast for others.

### **4. SUMMARY**

4.1 The contribution being made by policing volunteers and the support provided by forces is considerable. That said there are numerous and fundamental gaps in basic data across police volunteering which need to be addressed. Even the most foundational data in respect of headcount and demographics of volunteers is patchy and unreliable, particularly for PSVs. There are very limited data of a more sophisticated nature available, for example across financials, activity, outcomes and 'value'.

4.2 The whole arena of police volunteering is characterised by marked variations between forces and a very large range of roles that police volunteers play. Whilst there are over 235 posts dedicated to supporting police volunteering, there is little collective marshalling beyond work at the force level, and so potentially considerable duplication of activities across forces in terms of policy, planning and management.

4.3 To maximise the value of and investment in 38,000 volunteers, the development of robust global data is essential to identifying gaps, overlap and waste and creating a common approach to standards, activities, costs and value. As has been shown by the VPC example, investment in this area extends reach and impact.

4.4 We are still in the early stages of the CiP strategy and delivering its aims to lift volunteers' profiles and widen and enrich their opportunities and experience. Investment in building a comprehensive knowledge bank and in coordination of effort and information will create a foundation to deliver value to the service now as well as prepare for the next phases of the national strategy.

## **5. DECISIONS REQUIRED**

5.1 Members are asked to note the progress made with the CiP strategy to date and consider the principle of the proposed Citizens in Policing infrastructure for England and Wales through a CiP National Delivery Manager and NPCC Regional CiP Coordinators. This is in preparation for a further report to you in April.

5.2 Regional lead Chiefs are also asked to identify agreed regional chief officer NPCC leads for the Citizens in Policing portfolio who will liaise with work stream leads and have oversight of the delivery plans.

**CC Dave Jones**

**Chief Constable, North Yorkshire Police**  
**NPCC Citizens in Policing Lead**



# **Citizens in Policing National Benchmarking Exercise Phase One Findings Report**

**Dr Iain Britton, Laura Knight & Dan  
Moloney *November 2016***

## Introduction

This report presents the findings from the first phase of the national Citizens in Policing Benchmarking work. The national Benchmarking Exercise represents the first of its kind across police volunteering and has been developed as part of the Citizens in Policing national strategy.

### **Context: The Citizens in Policing national strategy**

The national Citizens in Policing Strategy has a vision of “Connecting communities to policing and policing to communities.” The agreement of the inaugural Strategy is an important and timely opportunity to expand our imagination as to how volunteers can contribute to the aims of policing and wider society, and how the experience of being a volunteer in policing can be enhanced. The strategy argues that the political, social and economic landscape lends itself to the development of creative and novel approaches which seek to maximise the use of volunteer time, skills and commitment whilst integrating them further into the policing family.

The national Citizens in Policing Strategy sets out a prioritised approach – recognising the immense value of wider forms of citizen involvement, but beginning with a focus in on those who volunteer directly within policing. This first phase of the CiP Benchmarking work reflects that initial prioritisation, focusing solely on those who volunteer directly within the police service, as OPCC volunteers, Special Constables, Police Support Volunteers and Volunteer Police Cadets. This focus clearly represents only the tip of the iceberg of direct citizen involvement across policing, and future work will broaden the lens to look across that broader picture of voluntary contribution.

A key commitment across the new strategic approach is to be ‘evidence-based’ across police volunteering. Almost 40,000 individuals volunteer directly within police services. These volunteers give over five million hours a year of voluntary service nationally across England and Wales. Yet the police service knows little about these individuals, or about the activities they perform, the return on investment, and the outcomes that they influence. If the considerable potential for police volunteering to contribute to policing outcomes is to be realised, then a much stronger picture of data, insight and evaluation needs to be developed in the future.

The Strategy encompasses a widespread programme of work to build the ‘evidence-base’ across police volunteering, including:

- A **programme of national surveys, consultation and engagement**; to give voice to the 38,000 individuals who volunteer directly within policing. A first national survey of Specials and PSVs was undertaken in January 2016, representing the largest ever survey of police volunteers in England and Wales. There are plans for further surveys and engagement work at a national level;
- A national programme **piloting innovative practice**, and robustly evaluating the effectiveness of new approaches;
- A wide ranging **programme of evidence-based research work** in individual forces, developing insight into current models and identifying ‘evidence-based’

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routes to improving both volunteer experience and the overall effectiveness of police volunteering;

- **Strategic analysis to better understand ‘need’, ‘costs’ and ‘value’;**
- The **national Benchmarking Exercise**, to identify available data, benchmark practice against other sectors and internationally, and identify interesting and innovative approaches. This report represents the output of the first phase of this Benchmarking programme, with a focus on data relating to those who volunteer directly in policing. There is also a linked ongoing exercise to identify case studies of innovative and interesting practice across forces.

## **The Benchmarking Exercise approach**

This first phase of the national Benchmarking Exercise has focused on building a stronger picture of the data across police volunteering (OPCC volunteers, Specials, PSVs and Cadets), and in so doing also identifying key gaps in that current data picture.

The methodology has been based on three primary sources of data:

- A national data survey of all forces, which was fully completed by 40 of the 44 forces across England and Wales (including the British Transport Police), and by the National Crime Agency;
- National statistics in respect of Special Constables, provided by forces through the Annual Data Return and published as part of the Police Workforce Statistics for England and Wales;
- Other (relatively limited) sources of data in respect of some specific aspects.

Inevitably an initial data analysis of this nature will risk reflecting many of the same shortcomings in the data which it also seeks to highlight; it is only possible to benchmark the data that is available, which then impacts on the robustness of data presented within this report and skews the focus of the content of the report.

- The general picture of current data across police volunteering tends towards a focus on quantity rather than on quality, and upon ‘inputs’ (e.g. headcounts, hours served) rather than ‘outputs’ and ‘outcomes’.
- The limited official statistical data currently available only covers Specials, meaning this report has a greater focus on Specials in places, simply because there are areas of data only available for Specials.
- In respect of the survey of forces, the reality is that capabilities to answer data questions in respect of their volunteers is still highly variable across forces.
- Adding to this challenge is the lack of nationally agreed ‘counting rules’, definitions, and frameworks for collating and categorising data, which means that even where forces are able to report their data, there is still

not a consistent methodology for recording that data in a way which renders it collectable or comparable on a national scale.

- Finally, the current picture of data across police volunteering has some significant issues in terms of basic data quality; even in respect of the small specific elements of data collected on Specials formally through Annual Data Returns, but especially in those areas of data (e.g. in relation to PSVs) not routinely collected beyond force level.

Whilst this report presents the most thorough data analysis currently available to us on police volunteers, a key message from this work is that the quality and coverage of that data remains limited and inadequate, given the scale, importance and potential of police volunteering.

This report summarises the initial findings from the first phase of the national Benchmarking Exercise work, and is shaped, as is the national Citizens in Policing Strategy, around the '5 Cs' of: Capacity; contribution; capability; consistency, and connectivity.

## Summary of Key Findings

- There are a large number of volunteers in policing; **38,000 volunteers** in total, including approximately 16,000 Specials, 8,000 PSVs, 11,000 Volunteer Police Cadets and 3,000 OPCC volunteers.
- The pattern of recent changes in numbers has been markedly different between different categories of police volunteers. The number of PSVs has grown over the past decade, although (as far as can be established from limited data) this growth appears to have levelled off in more recent years. There are fewer Specials than there were 20 years ago, and numbers have fallen since a recent peak in 2012. The number of Volunteer Police Cadets has been expanding rapidly, in particular over the past 2-3 years.
- This report identifies numerous and fundamental gaps in basic data across police volunteering which need to be addressed. Even the most foundational data in respect of headcount and demographics of volunteers is patchy and unreliable, particularly for PSVs. There is very limited data of a more sophisticated nature available, for example across financials, activity, outcomes and 'value'.
- There has been little history of investment in data analysis, evaluation or performance approaches across police volunteering, at either local or national levels; although there have been some recent investments in

improved IT systems and related data management processes.

- The hours served by volunteers in policing is substantial; whilst there are data quality challenges in identifying how many hours are served, **an overall figure in excess of 5 million hours per year** seems a reasonable estimate from the available data. This includes **over 3.5m hours served by Special Constables**.
- Methodologies to assign financial value to police volunteering activities are immature and unsophisticated, but an estimate in the region of **£50-100m of financial value** as being representative of the contribution by police volunteers seems a reasonable broad estimation.
- Police volunteering is a hugely diverse activity, and there are a very large range of roles which police volunteers play.
- Many Specials tend to be younger (with 40% under 25 years old), whereas almost half of PSVs are over 55. Overall – and given also the sizeable cohort of young people as Cadets – the age profile of volunteering in policing is younger than in many other public services.
- The whole arena of police volunteering is characterised by marked variations between different forces. This is particularly the case in respect of PSVs, where the scale and nature of PSV approaches has stark differences between different force settings.
- There is only very limited data available in respect of diversity and police volunteers; in particular the data for PSVs is limited. Cadets demonstrate the highest levels of ethnic diversity. In respect of Specials, the numbers of ethnic minority Specials in the majority of forces remain quite small. The proportion of Specials who are female in 2016 is lower than in 1998, and at roughly a third is much lower than for PSVs and Cadets (for both, the figure is broadly half). The attrition rate (proportion of Specials leaving) is consistently higher for female Specials than for male Specials.
- Data for change over time is only really reliably available for Specials. Patterns of changes in numbers for Specials vary widely across different forces, with very little national overall pattern or trend.



- Many forces have ambitious growth targets for their Special Constabularies, but the figures in respect of real changes in numbers over past years suggest many may be wildly optimistic. The growth ambitions in numbers of Cadets feel more attainable, given the scale of planning and infrastructure.
- There appears to be sizeable proportions of volunteer cohorts who are inactive or exhibiting very limited activity. These 'dormant' or 'semi-dormant' sub-cohorts can heavily distort perceptions of volunteer numbers and activity based simply on headline headcount figures.
- There are large numbers of posts dedicated to supporting police volunteering. The real figure seems likely to be well over the 235 posts identified within the Benchmarking Surveys. These posts represent collectively a significant capacity and resource, but there is a sense that there is little collective marshalling beyond work at the force level, and that there is potentially considerable duplication of activities across forces in terms of policy, planning and management.
- It is estimated that direct budgetary costs for police volunteering are in the region of £15- 20m, although the real costs (such as time spent tutoring and mentoring new recruits, etc.) are likely to be higher. The understandings of financials related to police volunteering seem to be limited in many forces, and there is little consistency in financial reporting approaches making comparisons difficult.
- There are significant challenges in respect of inconsistency and absence of common standards across police volunteering. Approaches to recruitment, training, and 'independent patrol status' are particularly marked in their variation across forces for Special Constables. There is very little commonality of approaches, processes and standards in respect of PSVs. The national programme model for Cadets does provide a greater sense of national strategy and approach for the Volunteer Police Cadet arrangements across forces, but even in that arena there still seem to be some marked variations in policy and practice.
- There is very limited regional and national organisation, support structures and infrastructure. The Cadet arrangements do have a national resourced programme. For Specials, PSVs and OPCC volunteers no equivalent arrangements are currently in place. Regions do have meeting arrangements in respect of Specials and PSVs, but in most cases do not have any dedicated regional support resources.

- There are some good examples of joint working across forces. The bulk of this joint working seems to focus around Special Constables. However, there is a great deal more that could be done across forces. The issue of lack of consistency and common standards highlighted above mitigate against some options for scaling and collaboration.
- Approaches to 'performance management', and to establishing 'value', are limited across all strands of police volunteering. Performance systems primarily focus on headcount, hours worked, and career longevity. They need to broaden to engage understandings of costs, activity, outputs and outcomes, and to encompass more holistic understandings of 'value'. Performance approaches also need to better integrate into wider performance approaches within forces.
- There is a great deal of review activity taking place across police volunteering. The results from such reviews at force level do not seem to be systematically shared, and there thus appears to be a great deal of wasteful repetition and duplication, and very limited collective learning. New approaches need to be found to better coordinate research and evaluation across police volunteering, and in particular to improve dissemination and translation into improvements in policy and practice.
- There are some interesting pockets of collaboration between police volunteering and other agencies; in particular in respect of PSVs and Cadets and linkages to the fire service, which could be expanded further in the future.

# Capacity

## The Headline Numbers of Police Volunteers

The Benchmarking Survey represents the first-time for several years that a figure for the number of PSVs has been gathered systematically across all forces in England and Wales, showing an overall figure for PSVs of **8,106**. This figure is broadly consistent with previous national estimations of numbers, which have been in the region of 8,000- 9,000. The table below shows an overall figure in the region of 38,000 for volunteers in policing.

	Estimated Numbers in England & Wales
Special Constables	16,279*
Police Support Volunteers	8,106
OPCC Volunteers	2,900**
Volunteer Police Cadets	11,000**
<b>Total for Police Volunteers</b>	<b>38,285</b>

\* Figure taken from Home Office Police Workforce Statistics, March 2016

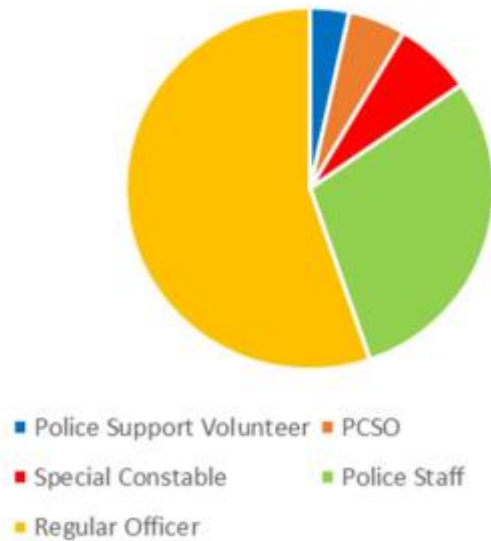
\*\* Both these figures are estimated from the Benchmarking Survey, based upon incomplete returns

There are ongoing discussions about including PSV numbers in the future in the Home Office Police Workforce Statistics (annual data returns), which would provide a much stronger national framework for capturing the basic data in respect of PSV numbers. Issues remain in the variability of data quality in respect of PSVs across forces. Some forces now have a capability of reporting on the data of PSV cohorts utilising IT systems with a high degree of reliability, whilst others are still at the point of manual counts and estimations. There also remain some ambiguities and inconsistencies across forces in relation to which volunteers are counted within the PSV cohort. These data issues will represent a challenge as the progress towards inclusion of PSVs in force annual data returns continues.

The numbers in the table above show that the scale of police volunteering is substantial, and it should be noted this data is only inclusive of those volunteers working 'directly' within police forces. The bulk of volunteers across policing and community safety still fall outside of the categories of volunteers focused upon within this Benchmarking Exercise, volunteering through organisations such as Neighbourhood Watch, Community Speedwatch, various Warden and Pastor schemes, victim support services, Magistrates, and across a range of other initiatives and charities related to policing outcomes. Overall, voluntarism both within police forces and more broadly working across policing outcomes is on a large, strategically significant, scale.

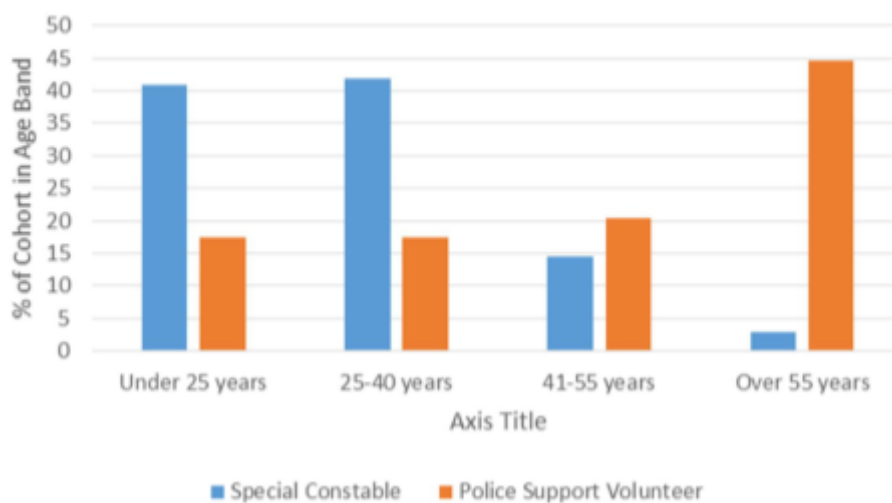
In terms of headcount, Special Constables represent approximately 7% of the overall police 'workforce', and PSVs 3.5%, both proportions slightly up from approximately 5.5% and 1.5% respectively in 2006.

### Police Workforce Headcount, England & Wales (March 2016)

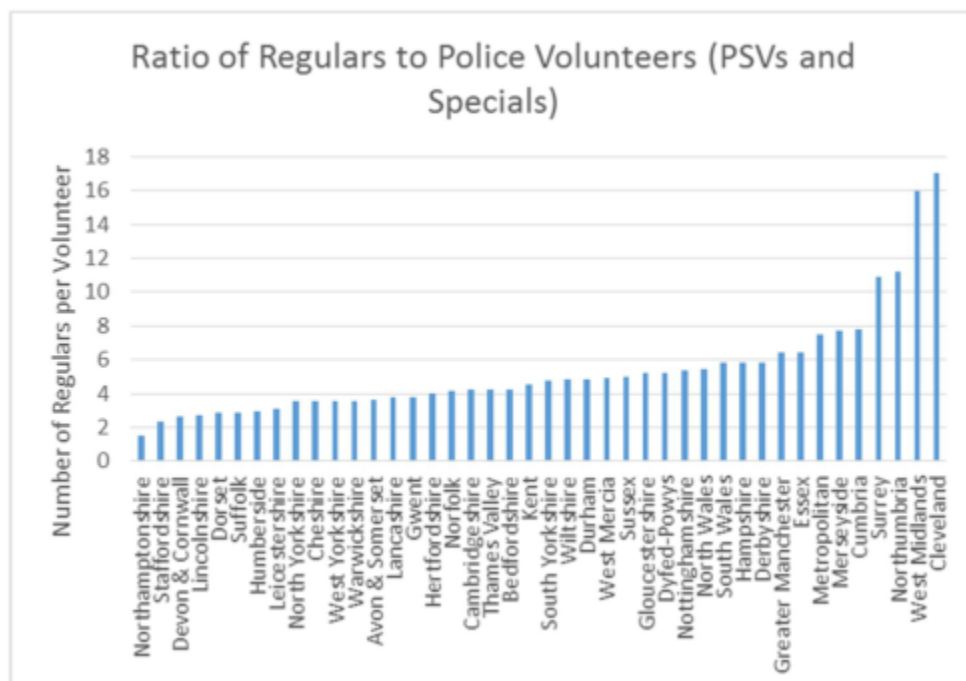
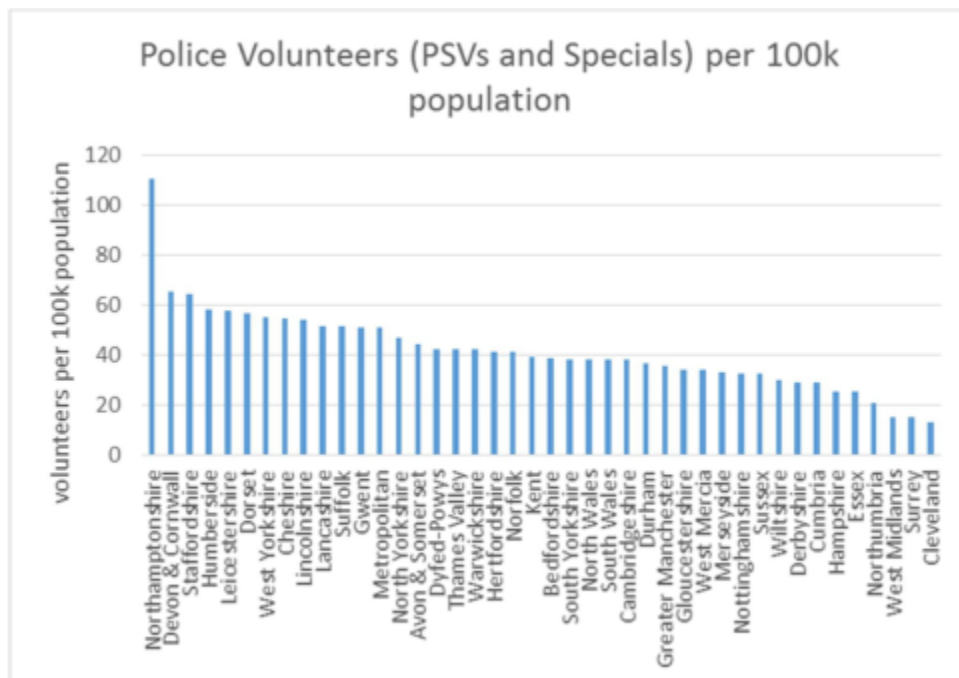


The age profiles for Special Constables and for PSVs are quite different, as reflected in the graph below. There are limitations in the data, particularly for PSVs, in respect of forces ability to report the age profiles of their volunteers; the data below is estimated based upon data being available from the Benchmarking Surveys for approximately two thirds of the volunteers.

### Age of Special Constables and Police Support Volunteers, England & Wales

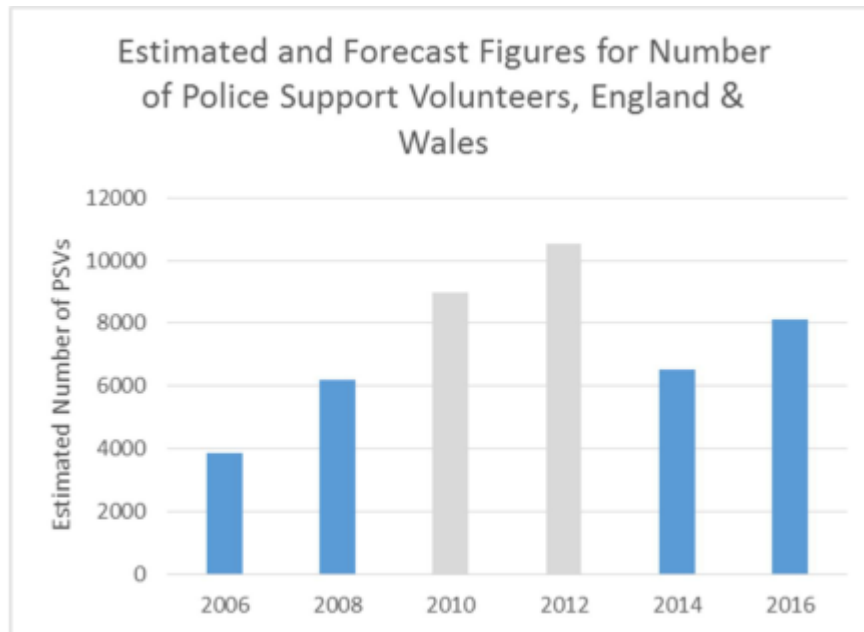


Looking across forces, the overall number of volunteers varies quite widely between different settings. The two graphs below show the overall number of directly police force managed adult volunteers (the number of Police Support Volunteers and Special Constables combined) for forces, expressed against the population of the force area and the number of Regular Officers which the force has.



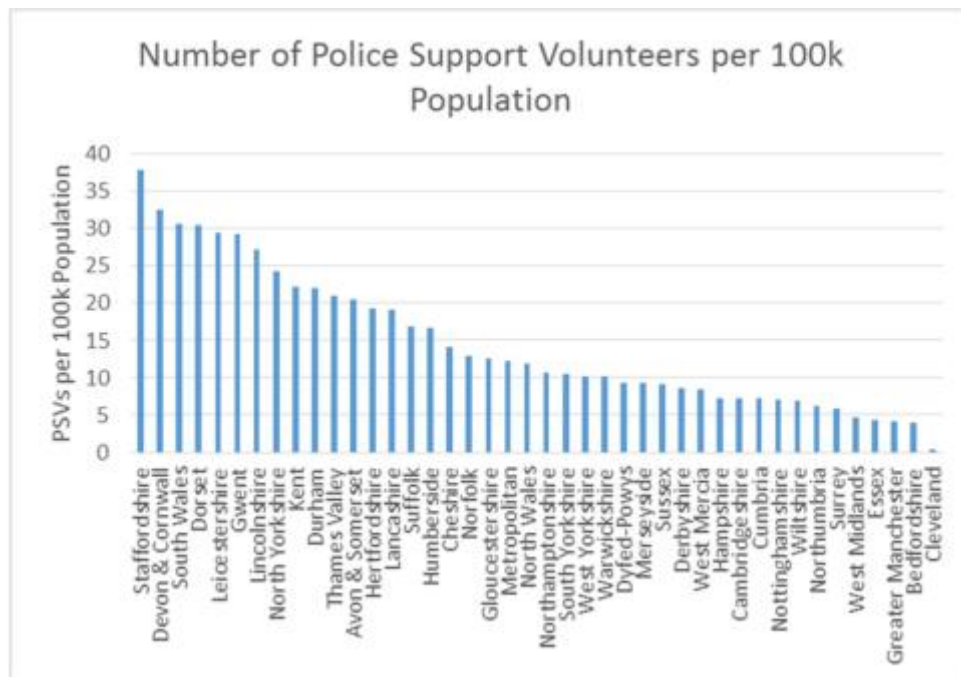
## **The Number of Police Support Volunteers across Forces**

There is very limited long-term trend data for the numbers of PSVs across forces. The graph below is based upon previous national NPIA surveys of forces for the data in 2006 and 2008, (Wilkins, 2008), national forecasts for 2010 and 2012 (again, based Wilkins, 2008), a figure based on data established from FOIs from some forces (Unison, 2014), and this Benchmarking Survey for the 2016 figure. The Unison figure in 2014 was missing data from several forces in terms of the FOI request, and therefore probably sits nearer to the current figure of approximately 8,000.#

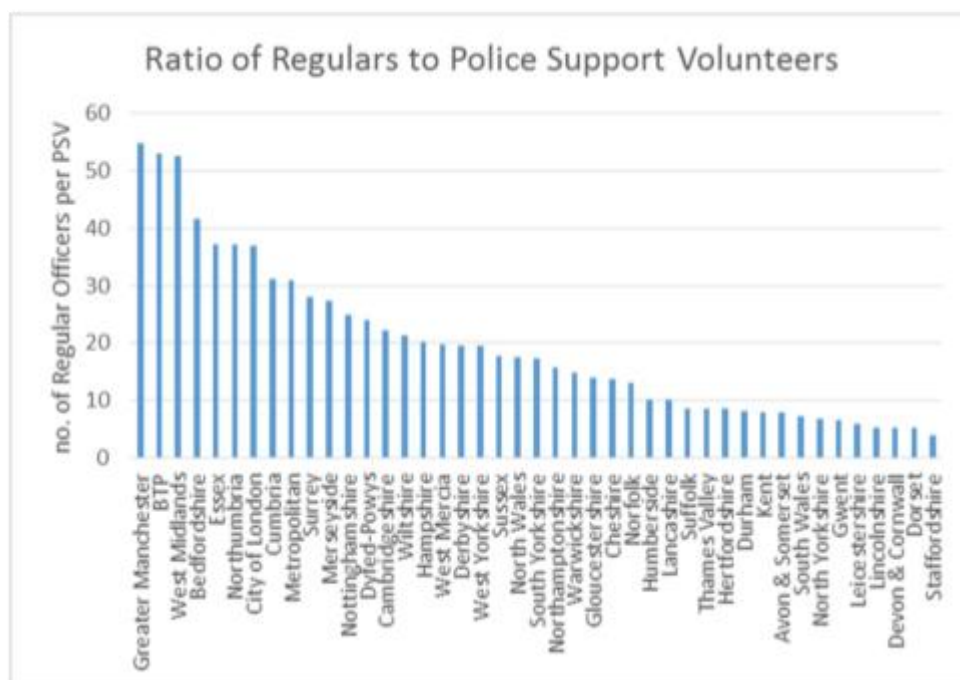


The numbers of PSVs show a particular wide variation across different force areas. This variation is much greater than is the case for Special Constables. It is likely that some of this variation reflects issues of data quality, and within that of consistency of definitions in respect of police volunteers in different force contexts.

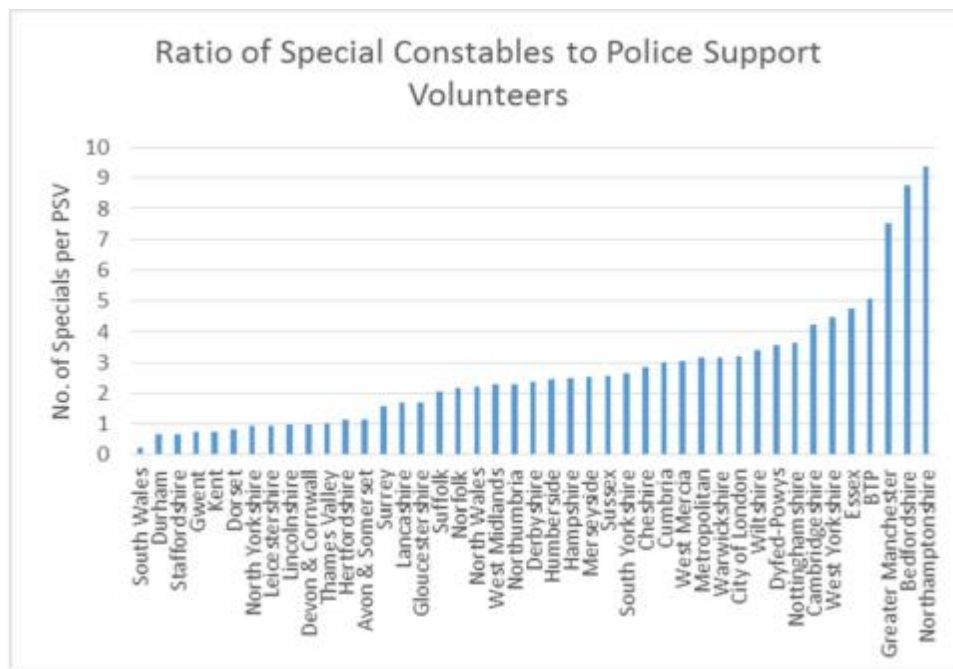
The first of the two graphs below shows the numbers of PSVs per 100,000 population in the force area (omitting data for the BTP, which it is not possible to express in this way). The second graph shows the ratio between Regular Police officers and PSVs.



As said above, variations between forces are very marked for PSV numbers. In a handful of forces the above graph shows that there are 30 or more PSVs per 100k population. In several other forces, at the other end of the graph, there are only 5 or so PSVs per 100k population, a six-fold difference. In the graph below, the differences are similarly marked. Some forces have one PSV for every 5 or so Regular Officers; in others there are 50 or more Regulars for each PSV.

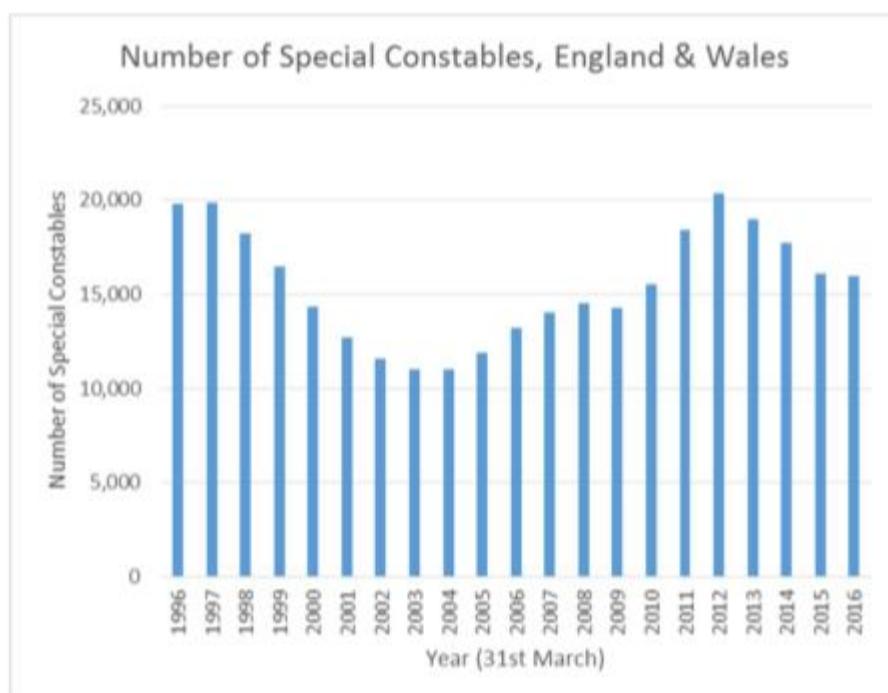


Comparing the numbers of PSVs and Special Constables across the forces is also interesting. The graph below shows that, for the vast majority of forces, the number of Specials is greater than the number of PSVs. It also shows, once again, a wide variation between forces in terms of the Specials to PSV ratio. This reflects that the overall shape of the voluntary 'workforce' varies significantly in different forces. In some forces the numbers of Specials are predominant, with the PSV cohort significantly smaller, whereas in other forces there are more PSVs than Specials.

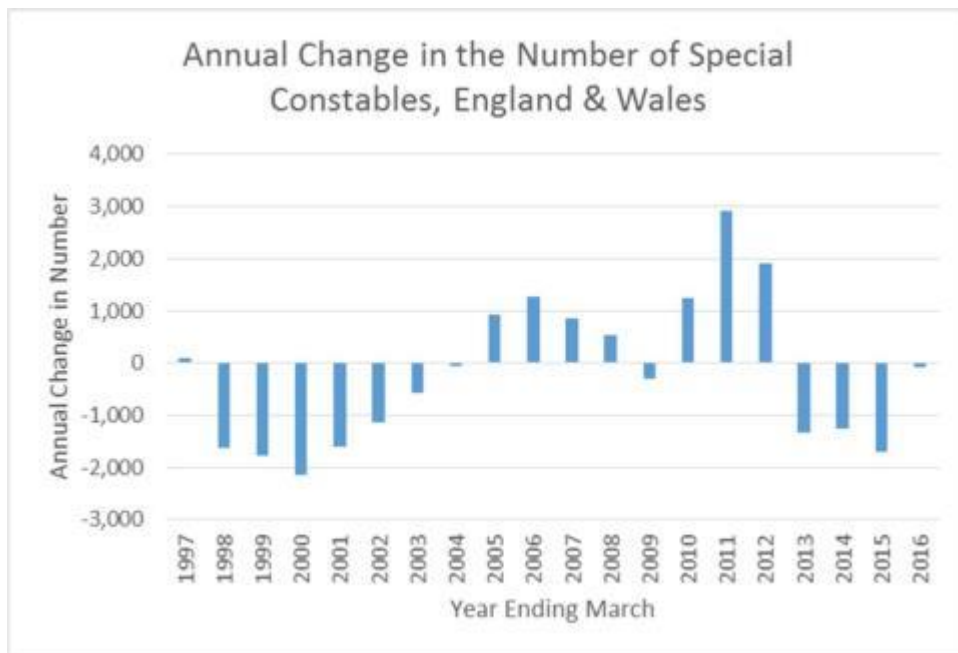


## Changes in the Number of Special Constables

There has been little strategic shift in the overall numbers of Special Constables nationally over the past two decades. The changes in numbers over time are shown in the two graphs below.

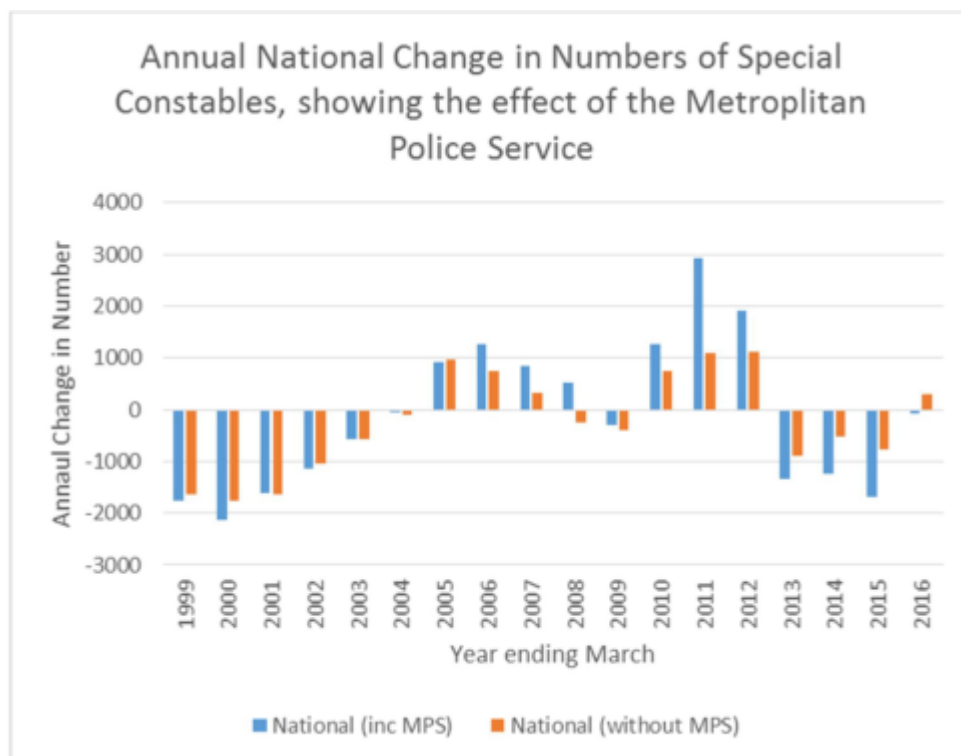




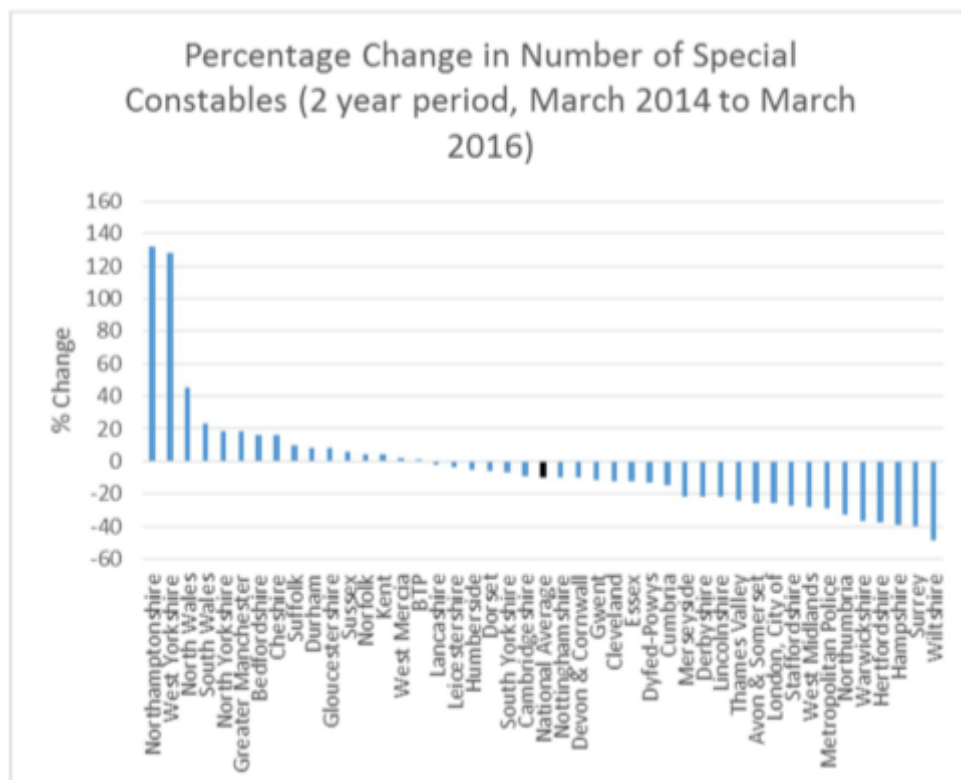


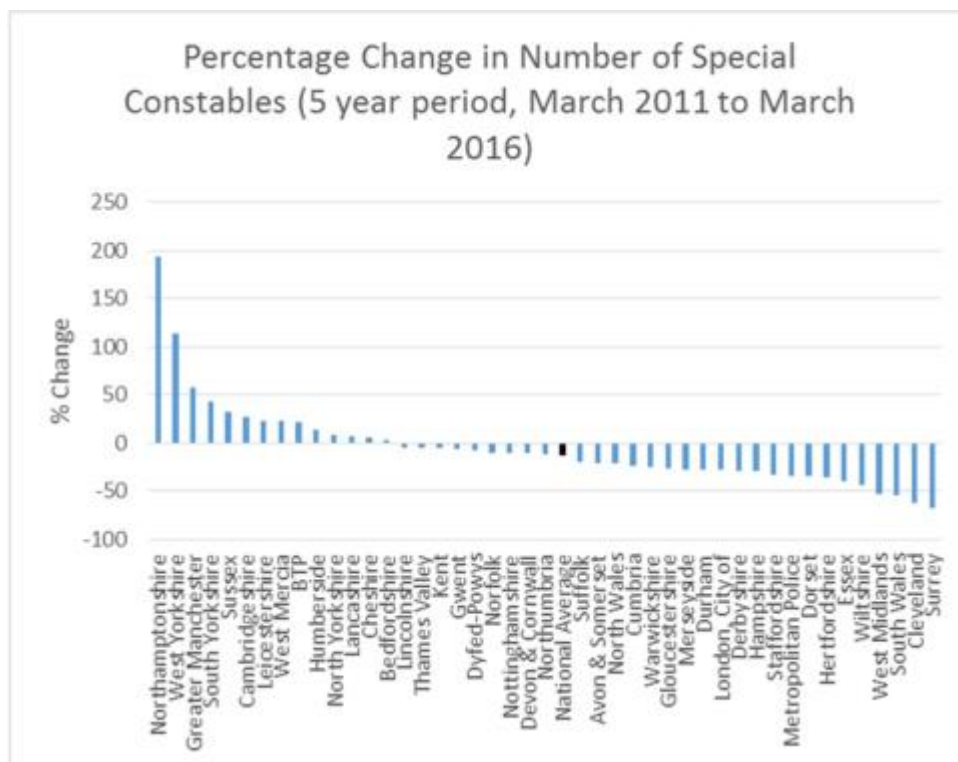
The numbers of Special Constables were on a downward trajectory in the late nineties and early 2000s. There was then an upward trend over a number of years, beginning roughly in 2005 and building to a peak in 2012, which is associated with regional and national infrastructural investment and recruitment campaigns leading up to the Olympics year in 2012. This trend upwards was particularly marked in the Metropolitan Police Service, with significant recruitment during that period into the Metropolitan Special Constabulary. Since 2012 there has been a trending downwards in numbers from the peak at slightly over 20,000 in 2012 to a 'flattening out' position of circa 16,000 in 2015 and 2016, which is a cohort size broadly at the average of the data over the past 20 years.

Given the scale of shifts in numbers within the Metropolitan Police Service, it is interesting to look at the pattern of change nationally including the MPS alongside the changes for the national figures for Specials in England and Wales excluding the MPS. This is shown in the graph below. This graph does show that MPS numbers have been significant in the overall pattern of change, most markedly representing a large proportion of the growth in 2011 and reductions in 2014 and 2015. The graph however also reflects that both the rise in numbers in the years preceding 2012 and then also the subsequent decline more recently, remain visible in the data for the forces nationally excluding the MPS. There is much anecdotal conversation that shifts in numbers at a national level in respect of Specials are simply reflective of the changes within the MPS. This graph suggests that such assumptions are only partially true; the MPS is only partly responsible for the recent rises and falls in national data, and other forces have collectively experienced a similar pattern of growth towards 2012 and of reductions in the period since.



The above graphs show the collective trend in changes of Special Constable headcount across England and Wales. Looking at changes at an individual force level, there is very wide variation. The two graphs below show the changes in headcount across each force in England and Wales, for a two year period (the first graph below) and then for the past five years (the second graph)

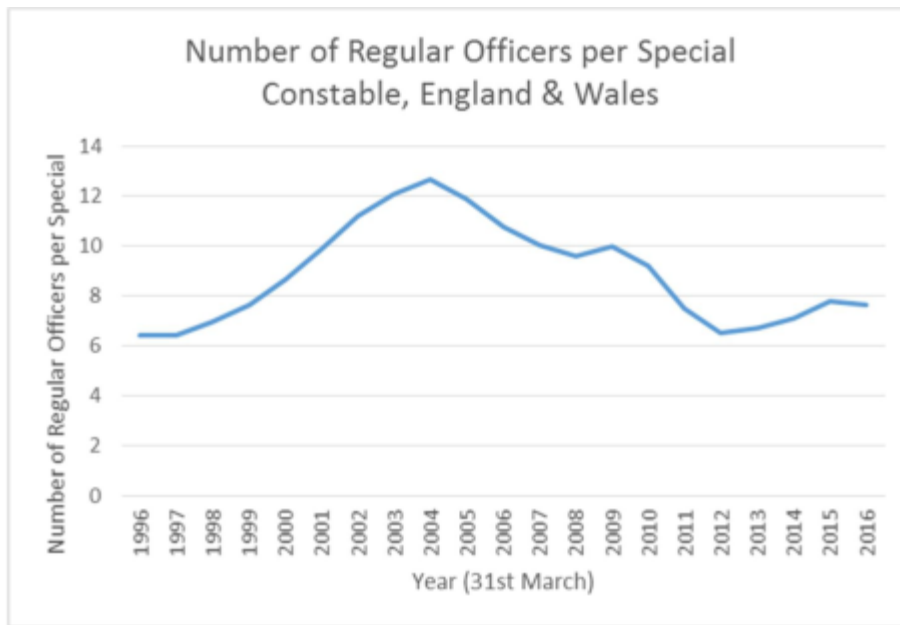




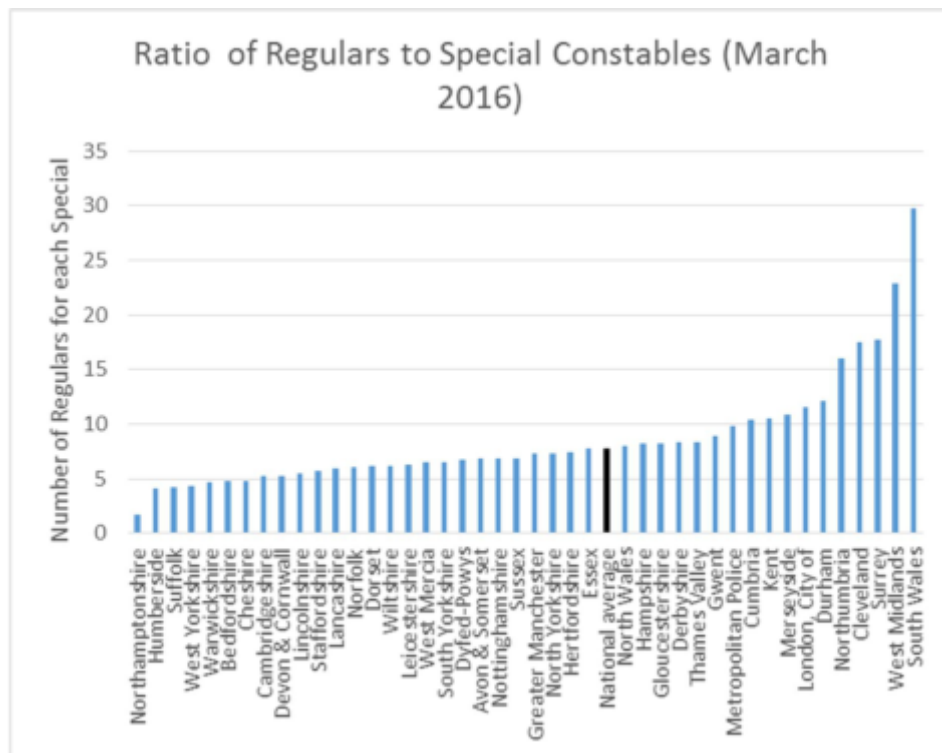
The graphs reflect that a handful of forces have experienced very high levels of growth in the size of their Special Constabularies. Most notable amongst the high-growth forces have been Northamptonshire and West Yorkshire, with several other forces including GMP, South Yorkshire, Sussex and more recently North Wales also showing high levels of growth. In contrast, there are also forces that record substantial reductions in the size of their Special Constabularies. Eleven forces have seen reductions of 25% or more over the past 2 years, most markedly Wiltshire, Surrey, Hampshire, Hertfordshire and Warwickshire where the reduction has been over a third of the cohort. Whilst the MPS is predominant, simply because of the scale of the Metropolitan Special Constabulary, in terms of numerical reductions over the period, it is not a particular outlier amongst the forces with shrinking numbers in terms of percentage reductions.

Looking at the numbers of Special Constables in the context of Regular numbers and in respect of force area population, there is also a widespread variation.

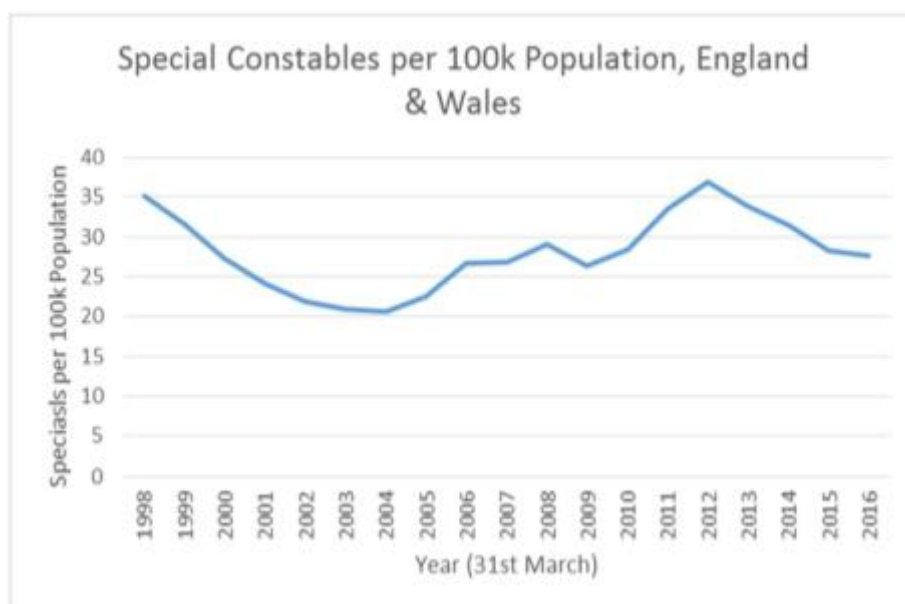
At a national level, the ratio of Regular officers to Special Constables has followed the trend reflected in the graph below; it is important to appreciate much of this trend reflects shifts in the number of Regulars (a period of growth followed by more recent reductions) as well as changes in Specials numbers. What is significant is how much this national-level ratio has shifted over this period covering the relatively recent period of the past two decades; in operational terms a 12 Regulars per Special context is very different to a 6 Regulars per Special context.



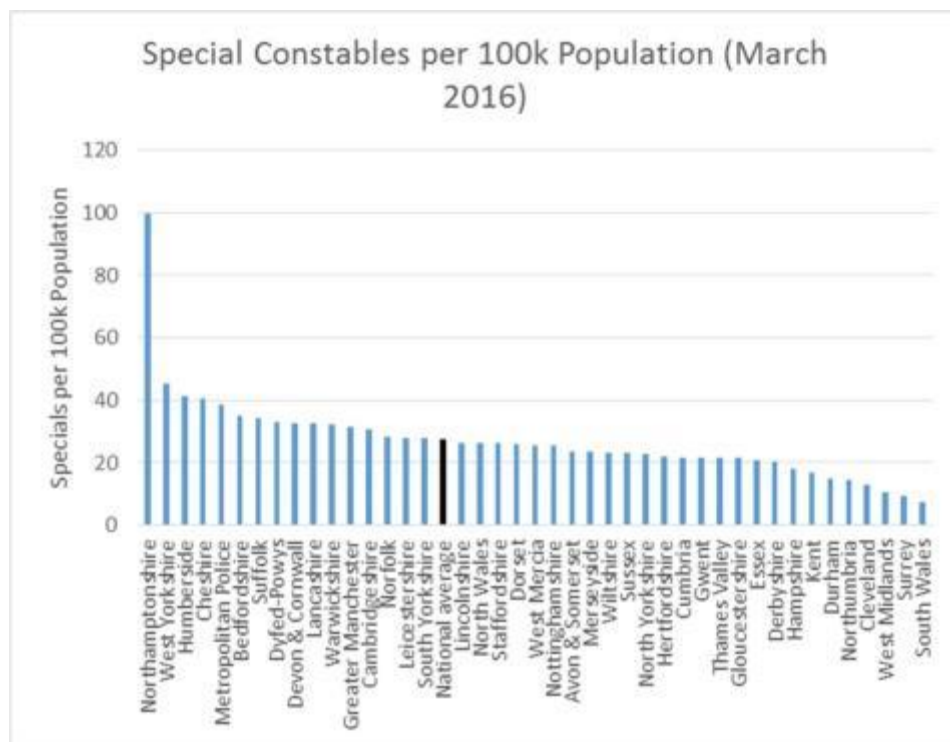
Taking the present-day ratio of number of Regulars to number of Specials, based upon the latest national figures in March 2016, there is a widespread variation across forces. In a handful of forces, there is now one Special Constable for every 2, 3 or 4 Regulars. In others, the figure is one Special Constable for over 20 Regulars. The ratio of Regular police officers to Specials is significant in terms of overall operating models. Much of the activity which Specials undertake accompanies or works closely with Regulars, and Regulars play a significant role in the development of Specials capability to practice. The significant variations in numbers of Regulars per Special mean that forces have very different operating contexts in which their Specials 'fit'; working with a ratio of 1 Specials for every 2 Regulars is a fundamentally different context to a force where there are thirty Regular officers for each Special Constable.



As would be expected, the trend for the number of Special Constables per 100,000 population nationally over the past two decades broadly reflects the same pattern as the shifts in numbers of Specials. The most up-to-date figure available in March 2016 sits at approximately 27.5 Specials per 100,000 population.



Once again, this national figure is an average of force-level figures which show a wide variation. Northamptonshire stands out as a marked outlier, with a much larger Special Constabulary per 100,000 population than any other force in England and Wales at March 2016. At the other end of the scale, several forces have Specials numbers per 100,000 population which are significantly down on the national average, including a cluster of forces in north-east England (Durham, Northumbria and Cleveland), the West Midlands, Surrey and South Wales.



## **Recruitment into and Attrition from the Special Constabulary**

Stepping beyond the headcount of Specials, it is interesting to look at the patterns of recruitment into and attrition from the Special Constabulary. In the year up to March 2016, 4,606 Specials were recruited across the forces of England and Wales, representing a scale of recruitment of 28.6% of the overall Specials cohort size, and 4,138 specials resigned from their role as Special Constables, equating to 25.7% attrition rate.

It is important to recognise that attrition – Specials leaving their voluntary role – is not always intrinsically a negative event. A sizeable proportion of those leaving Special Constabularies join the police force in paid employment, often as Regular Officers.

The graph below shows the recruitment rate for Specials as a percentage of the overall Specials cohort over the past two decade period.

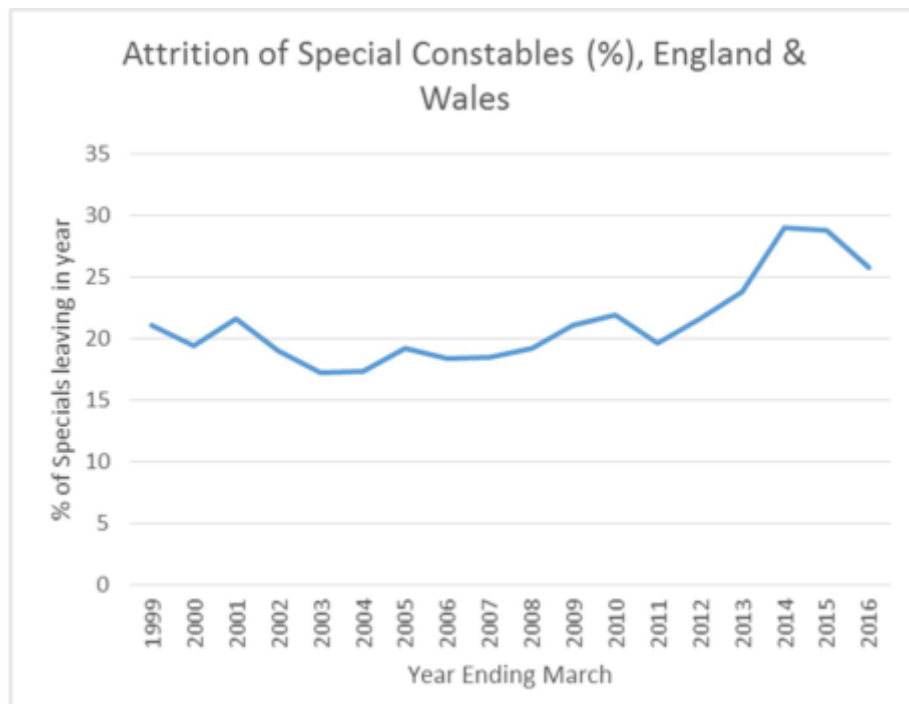


The Benchmarking Survey shows at least 16,000 applications for becoming a Special Constable were received by forces in the past year. Setting that figure against the recruitment volume above of 4,606 new Specials joining the Special Constabulary, suggests a 'conversion' rate from application to recruitment somewhere in the region of 3.5-4 applications for each recruitment.

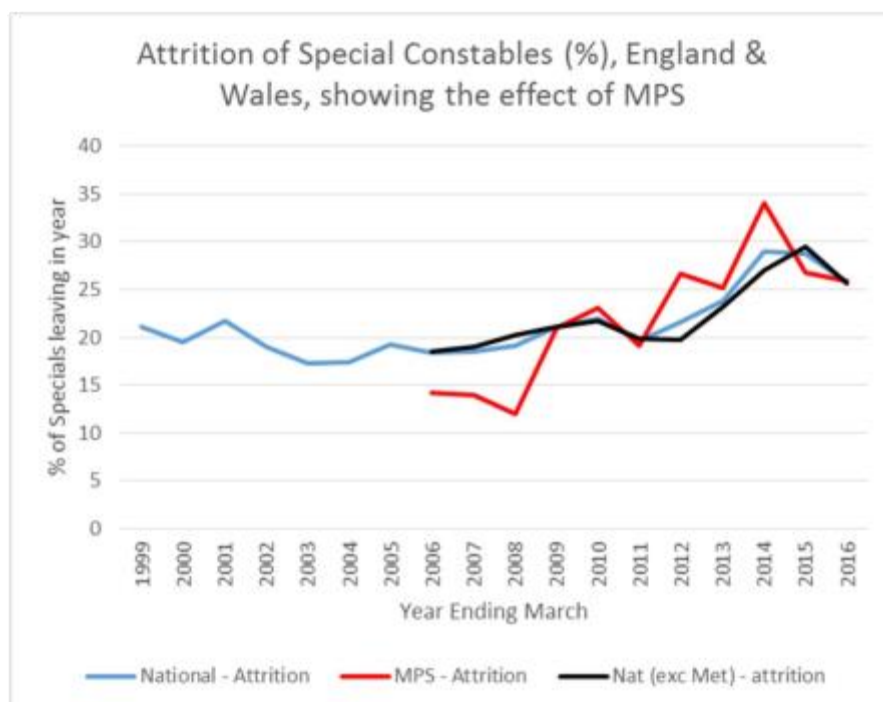
The rate of attrition of Special Constables is a commonly identified cause of strategic concern for many forces and PCCs, in terms of overall local strategies for Specials. Perceived high rates of attrition are interpreted as reflecting poor value and poor management. In reality, the question of attrition is more complex. The National Survey of Special Constables and Police Support Volunteers identified a sizeable proportion of Specials have career aspirations for paid employment within the police service, in particular as Regular police officers; in that context attrition rates can be heavily influenced by patterns of Regular recruitment, and by the success or otherwise of Specials in being recruited into the Regulars.

The graph below shows the national attrition rate for Special Constables, expressing the proportion leaving each year as a percentage of the overall Specials cohort. The attrition rate for Specials had remained broadly at 20% for much of this period, and more recently has climbed to over 25%. Part of this trend over the last 3-4 years likely reflects a period of relative retraction of cohort size for the Specials nationally, following on from the period of expansion in numbers through to 2012. Looking at trends within the data sets of individual forces, periods of significant growth in Special Constabularies at a local level have typically been followed by periods of raised attrition.

Nevertheless, that the rate of attrition is stabilised at a national level at over 25%, and has increased in recent years, clearly signals an area for strategic concern, in particular given the prioritisation in many forces towards focusing on work to reduce the rate of resignations.



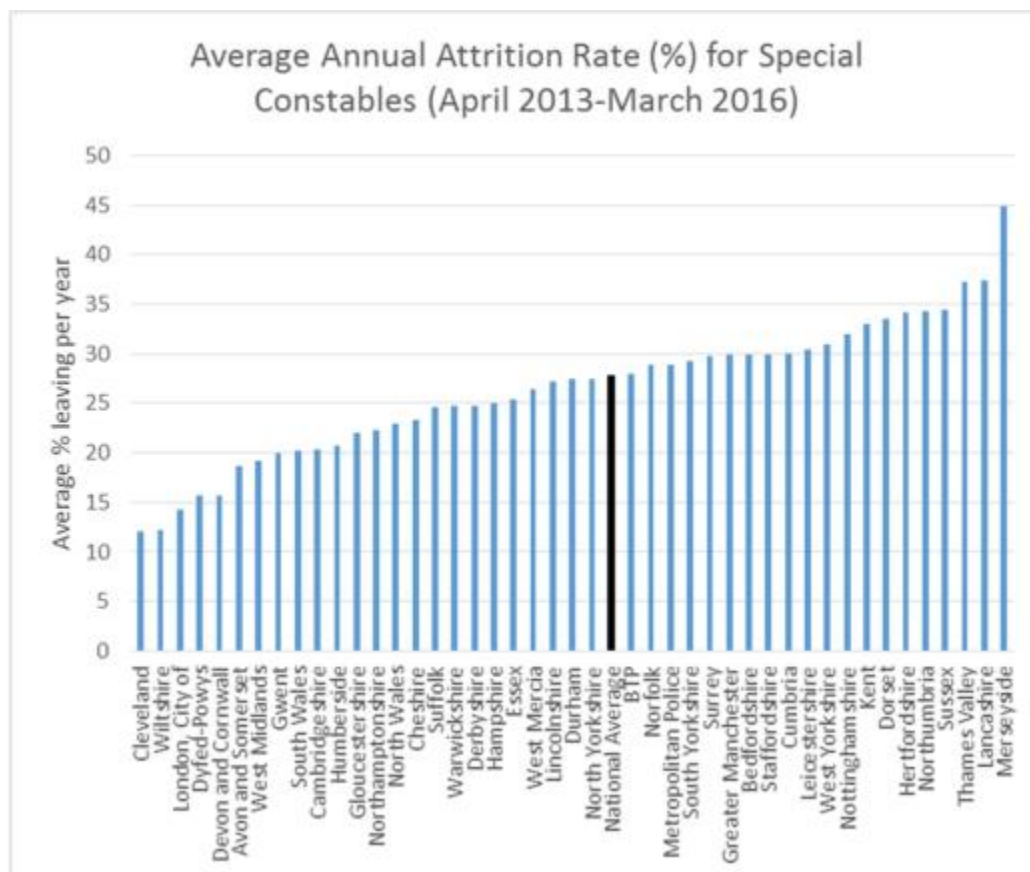
An argument often made at national level has been that the increased pattern of attrition of Specials numbers has been heavily influenced by a poor rate of retention within the Metropolitan Police Service, and because the volumes of Specials within the Metropolitan Special Constabulary are so high, this has shaped the overall national picture. The graph below explores those arguments. The blue line on the graph is the same national attrition rate for Specials, for all forces in England and Wales, taken from the graph above. The red line represents the attrition rate, expressed as a percentage, for Specials within the Metropolitan Special Constabulary. The black line represents the nation attrition rate for Special, incorporating all forces except the MPS.





The comparison of the attrition rates in the graph does reflect a period in 2012, 2013, and in particular during 2014 (when the MPS rate rose to almost 35%), when the MPS has had an attrition rate higher than the national average. As said above, this seems to reflect a typical statistical pattern in forces in the years immediately following a significant growth in numbers. However, the MPS attrition rate was lower than national average in 2015 and at national average in 2016, suggesting the arguments that the loss of Specials nationally is still being particularly driven by MPS retention problems is not borne out in the more recent data. In raw numbers, the reductions in Specials from the MPS are still highly significant, but they are not occurring at a rate which is atypical to other forces.

As is the case with all the national averaging of data in respect of Specials, there is quite marked variation across individual forces in respect of attrition rates. In the graph below, the rate of attrition has been calculated for each force for each of the last three years (so for 2013-2014, 2014-2015 and 2015-2016), and then averaged, in order to smooth out individual 'spikes' in the data for forces within individual years. The graph therefore gives an average annualised attrition rate for each force for the most recent data periods.

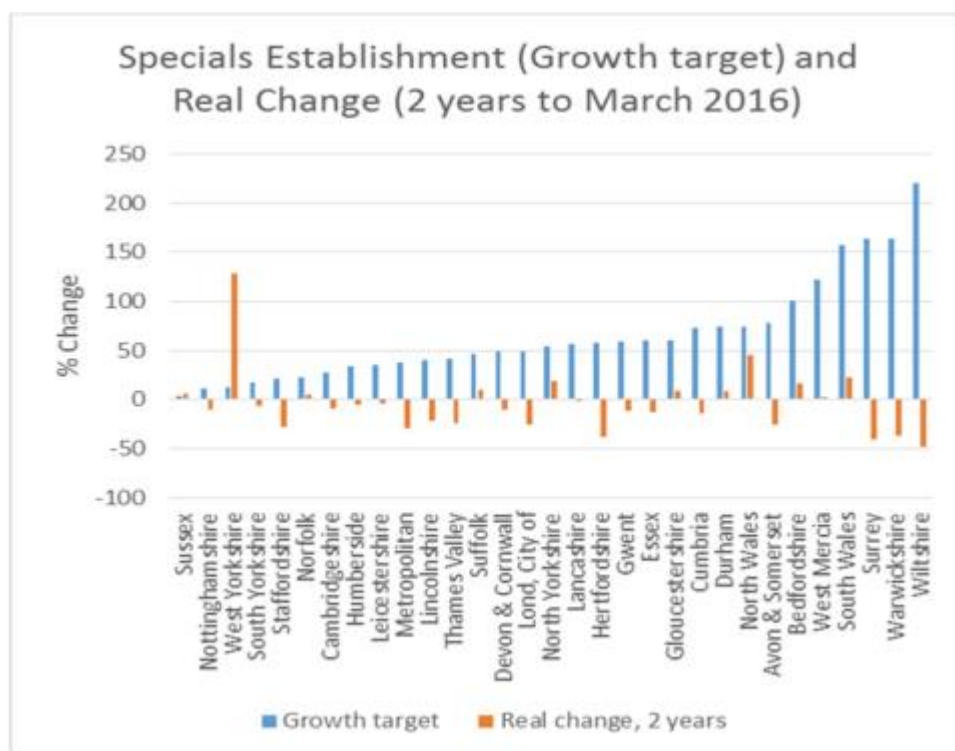


It is notable how wide the variation is in attrition rates either side of the national average. It is clear from this graph that a number of forces have experienced attrition rates significantly higher than the national average, with three forces (Merseyside, Lancashire and Thames Valley) experiencing an average attrition rate of over 35%. At the other end of the spectrum, seven forces have attrition rates of under 20%. Interestingly, in this data neither of the more intensive recent 'high growth' forces (Northamptonshire and West Yorkshire) have 'outlier' positions in terms of attrition, with Northamptonshire below the national average, though that may well change as the forces progress through the growth cycle.

## **Growth targets – ambitions to increase the strength of Special Constabularies**

The Benchmarking Survey shows that 33 forces have an 'establishment' figure, a target figure for the desired number of Specials which is different to the current 'strength' of the headcount of current Specials. For two of those forces (GMP and Northamptonshire) that figure has been set lower than the present cohort size, and for the remaining 30 forces the figure is a higher one. In those 31 forces, the 'establishment' figure is effectively a growth target. Overall, it is clear that there is strategic intent in a majority of force areas to have more Special Constables than is currently the case. Accumulating all the local growth targets into a national figure, to reach all the local 'establishment' targets would require a 35% increase in Specials numbers.

The graph below summarises the 'growth targets' for the 31 individual forces which have an 'establishment' figure higher than current cohort. The blue bars in the graph express as a percentage the change that would be required to move from current cohort size to the desired 'establishment' figure. The brown bars in the graph show the actual change in cohort size for the forces over the past two years.



The graph shows a wide variation in the level of targeted growth. There are debates and critiques about the degree of 'science' in how PCCs and forces are identifying 'establishment' target figures, which may well be borne out in the scale of variation across this data, with very different target levels for different forces. For more than half the forces the desired growth is set above 50%, and for six of the forces with the largest desired change, the targeted change involves a desire to double or more the number of Specials. The contrast between the actual growth in the recent past and the targeted growth reflects that the aspired growth is significantly above the pattern of recent change for virtually all the forces, with 18 of these 30 forces which have larger 'establishment' than 'strength' growth aspirations having actually in contrast exhibited falls in numbers over the past two years. Interestingly, for the three forces with the largest gaps between current 'strength' and targeted 'establishment', each has also experienced some of the comparatively largest falls in actual

numbers, with the three forces all sitting within the five fastest shrinking Special Constabularies over the past 2 years (as shown in the graph on page 14)..

The data for PSVs in respect of desired 'establishment' and 'growth targets' is less comprehensive. Nine forces have 'establishment' figures set, all higher than current cohort size. However, a number of forces did not report on this aspect, although it does seem from the data that fewer forces have a 'growth target' for PSVs than for Specials.

## **Specials Rank structure**

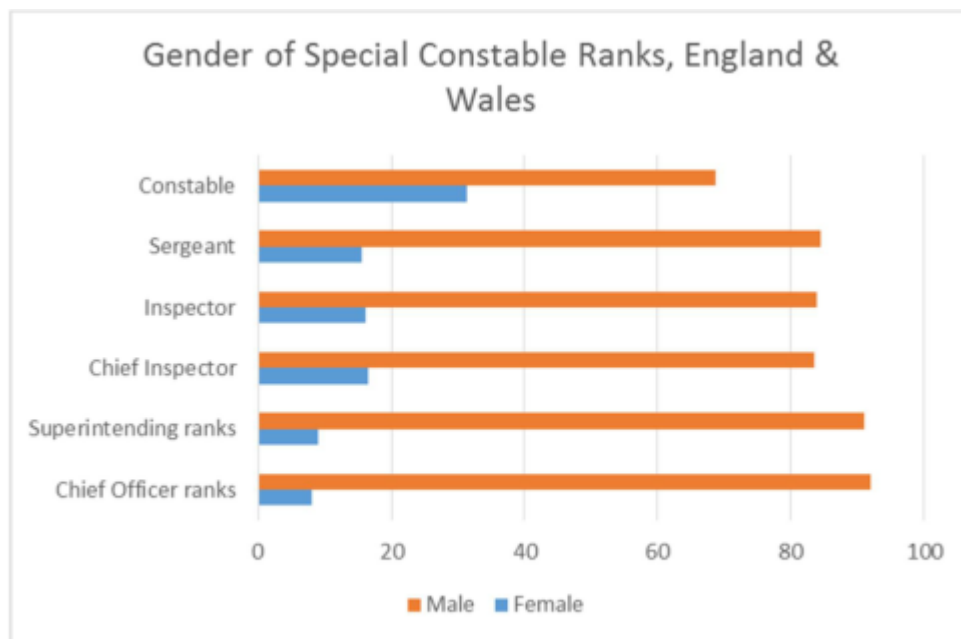
The Benchmarking Survey achieved responses from 35 forces in respect of their Special Constabulary rank structures, so there are some gaps in the data in the national picture presented here. The vast majority of Special Constabularies have a rank structure (of the forces who responded to the survey, Sussex was the only force that did not, although West Yorkshire has a distinctive model based upon Section Officers and Senior Section Officers). The other forces all had some degree of senior ranks, largely mirroring the Regular ranks, albeit in most cases not all levels of the rank structure were adopted within the Special Constabularies. There are very wide variations in the shapes of rank structures, with some forces having considerably more senior ranked Specials than others, and some having many more ranks than others.

The table below summarises the numbers within the Benchmarking Survey at higher ranks:

<b>Numbers in Specials Ranks, England &amp;</b>	
Chief Officer	53
Chief Superintendent	2
Superintendent	31
Chief Inspector	90
Inspector	367
Sergeant	1,028

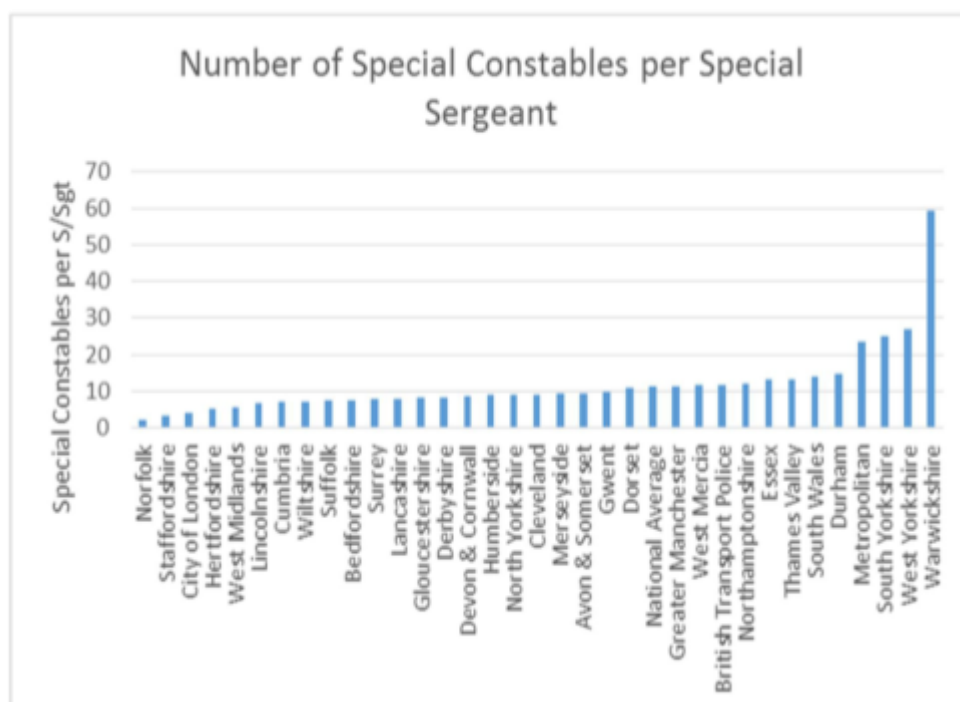
\*Numbers for 35 forces, so not the complete national picture.

The gender balance across different Specials ranks is summarised in the graph below. This reflects that there are smaller proportions of females at all ranks above that of Constable, and that for the most senior Superintending and Chief Officer ranks, 9 out of ten Specials occupying those ranks are male.



The data reflects high levels of 'interim' and 'temporary' ranks within a sizeable number of forces, particularly being the case for the Special Sergeant rank.

There is quite wide variation in the ratios between ranks for different Special Constabularies. This is particularly the case for the ratio of Constable to Sergeant ranks within the Specials. The graph below shows the spread, with some Special Constabularies operating at a ratio of a handful of Specials per Special Sergeant, and some operating with ratios of over 20 Specials per Sergeant.



Models for Specials Chief Officer roles vary widely across different forces. There are some forces which do not operate with a volunteer Chief Officer, with that role instead being filled by a Regular. The vast majority of forces do have a volunteer Chief Officer role, but the design and operating of the roles appears to vary widely. The Institute for Public Safety, Crime and Justice has recently agreed a research project working with ASCCO to research across Specials Chief Officer roles nationally, and to develop greater insight into how the roles work and how they may develop in the future.

## **Employer Supported Policing**

The Benchmarking Survey reflects a very mixed picture for ESP nationally, with wide variations across different forces. A small number of forces indicated they did not engage with ESP; and whilst the majority do, the arrangements and approaches vary. There are some large forces which do not have any ESP Specials or PSVs, and other small forces which have significant numbers. The Survey reflects that whilst most forces have engagement with ESP in respect of Specials, a large number do not have ESP in respect of their current PSV arrangements. Whilst there is a national model for ESP, there are also a range of local arrangements. Several forces are investing in this area, with some indicating in the Benchmarking Survey investment in new posts to support the further growth of ESP. In several areas ESP is an aspect highlighted by PCCs as a priority.

Nationally, those who lead on ESP work report that approximately 200 companies are formally registered in respect of employer supported policing schemes, providing paid leave to their employees who volunteer with the police. There are 1,525 Specials across England and Wales who work for those employers, representing approximately 9% of Specials nationally. There is not currently a nationally gathered figure for the hours served connected with ESP, but discussions are ongoing in respect of developing data systems to make this possible in the future.

There seems to be wide variation in how police services manage and support their own employees who also volunteer within the force. In some cases this seems to be formalised, with identified agreements over paid leave, in many others formal arrangements seem to be limited. There seems to be a spread of approaches for OPCCs who have staff who volunteer within the police force; some OPCCs have formal arrangements of paid leave for their staff who volunteer.

## **Students**

The Benchmarking Surveys reflect a variable picture in respect of how universities and their students interface with police volunteering. Some forces report no students being volunteers, others report sizeable numbers. There is clearly, looking across forces nationally, some scale of relationships; in the region of 30 university arrangements are mentioned across the surveys, and given gaps in responses this seems likely to reflect an undercount. The most commonly mentioned type of arrangement is in respect of university courses where undergraduates become a Special Constable as an element of the programme of study. But there are a variety of other arrangements in place beyond that; in some force areas it appears there is considerable scale and innovation to the way students are engaged in voluntary activities with local forces.

## **Financing**

Although the Benchmarking Survey reflects probably the most comprehensive gathering of force financing data in respect of police volunteers, there remain significant gaps in the coverage of the data, which mean only broad conclusions can be drawn.

In headline terms, the Survey responses suggest dedicated budgets in excess of £10m nationally for Specials, and £1.5m for PSVs. Given national and local investments, the cost of volunteer Police Cadets will be several million, but is difficult to extrapolate from the force data shared. Costs of volunteer management in OPCCs is harder to identify, partly because many posts that support volunteers do so as part of a wider portfolio; but the data provided suggest most OPCCs have at least one post, or part of a post, dedicated to volunteer management, and where OPCCs have shared operating budgets for their volunteers their figures tend to be in the region of high four figure, or low five figure, sums. A very rough estimate in the region of a collective OPCC spend in the region of £1m does not therefore seem unreasonable.

The real numbers are likely to be higher for dedicated budgets than the Surveys suggest, given gaps in data, and a dedicated budget figure overall somewhere upwards of £15m or even £20m is not an unreasonable overall estimate from the data shared by forces.

There are also substantial spends around volunteering programmes (e.g. communications, marketing, recruitment, HR support, vetting, training, etc.) which are not, in the responses of many forces, contained within these 'dedicated' budget figures.

Where data is available in respect of trend in investment, the data suggests a tendency towards further investment and thus increasing budgets. There are several examples of PCCs having identified new investment, often at quite a large scale, to support programmes across Citizens in Policing, and particularly around investment in Special Constabularies.

Whilst making comparisons is difficult because there is a wide variation in how the financial data was expressed within the Benchmarking Survey, there appears to be significant variation between budgets. Some forces having very well-funded programmes, particularly in those forces with high growth targets for Specials numbers. Other forces reflect very little if any ring-fenced financing.

The Benchmarking Survey responses reflect wide variation in force estimations of costings. A wide range of different numbers (with several-fold differences in figures) are shared in terms of costs of training and equipping Specials, and in terms of estimations of overall costings. For PSVs, there are far fewer costings shared, suggesting forces have made greater progress to establish Specials costings than those for PSVs. However, where costings in terms of PSVs are shared, once again the numbers vary widely.

## **Staffing and Infrastructure**

There is a significant infrastructure of posts across forces dedicated to the support of police volunteers. The Benchmarking Survey identified 235 full time equivalent posts in support of Specials and PSVs. This is a sizeable number, but is also undoubtedly an undercount of the full-scale of paid roles supporting the policing volunteer base. The figure of 235 is based on only 38 out of the 44 forces, and only 14 of the Benchmarking Survey responses reflected training resource within their dedicated post numbers. Several of the survey returns identified shared resources that were drawn

upon in respect of marketing and recruitment, HR support, vetting, learning and development, and stores, but which were not counted in terms of the dedicated post figure.

The bulk of the 235 roles were in coordinating, managerial and general support posts. The other key categories identified were recruitment, training, HR, and administration. As was the case with financing, there is a very wide variation in the number of posts across forces. Some forces state that they have no paid dedicated posts at all, whilst others of similar size have quite sizeable teams.

There is a wide variation in structures for CiP-related teams. Some forces have quite distinct teams for Specials and PSVs, whilst others have unified Citizens in Policing teams.

Much of the resource in respect of Volunteer Police Cadets is provided on a voluntary basis, or 'in kind' from Regulars and police staff.

Most of the OPCCs which responded in respect of staffing identified that they have at least one paid role, or part of a role, which is dedicated to supporting volunteers.

## **Research and Evaluation**

The Benchmarking Survey identifies at least 38 reviews undertaken across forces in recent years, ranging from quite comprehensive strategic reviews, to smaller scale evaluations and consultations.

There were 26 'internal' reviews (undertaken by force internal resources) identified by forces, plus an additional six processes which seemed to amount to surveys rather than more comprehensive review exercises. The data from the forces is variable about the coverage of the reviews, and that detail is not provided at all for some of them, but it is clear that there are several frequently recurring areas of focus: ranks and leadership; training; recruitment; retention; usage of Specials across the force and particularly in specialist roles.

There were also 12 'external' reviews identified (where resources external to the force were commissioned). The detail provided by forces is variable, but there seems to be a quite wide mix of providers, including academia, private companies or consultancies, and some undertaken by individuals with an expertise in the field. Where the focus of the reviews is shared, that content is consistent with the above areas of focus in respect of internal reviews. In addition to partnering work between forces and the IPSCJ, three other ongoing partnership relationships are identified, all of them with universities.

It is difficult to estimate costings off the limited information supplied, but given the number of reviews, and the evident large scale of a number of the review exercises, a broad estimation in the region of £250,000 for the overall value of the work would not seem wayward.

Given the scale of the review work undertaken within forces, there are evident challenges in terms of how much learning there is beyond and across forces from this work, and in contrast how much duplication of work across very similar issues, likely identifying very similar learning, there has been across such a high number of review processes. Whilst local evaluation and improvement work is not to be discouraged, there is a clear argument for finding ways to make this multiplicity of review processes become 'more than the sum of their parts', and to find ways to coordinate the drawing together and sharing of learning and best practice. In some cases it appears these challenges exist



within forces as well as between them, where there is evidence of several rounds of review processes.

The national Citizens in Policing Board action plan is looking to develop a more structured piloting programme, which would seem to have merit in providing a greater focus and structure across the testing of new practice approaches. There is also an ongoing national exercise to identify 'innovative' and 'interesting' practice across forces, to again help coordinate the development of new ways of working, helping to more quickly identify, disseminate, learn from and evaluate promising practice across the field of police volunteering.

## **Diversity**

The data available for ethnicity of PSVs varies across forces; in many forces there is still a sizeable proportion of the PSV cohort for whom their ethnicity is not recorded, and several forces reflected their inability to report this information.

The data quality for Volunteer Police Cadets ethnicity is stronger, reflecting the particular focus within the national programme upon social inclusion and community engagement. The data shared within the Benchmarking Surveys is still incomplete, but presents a much fuller picture than that available for PSVs. For Volunteer Police Cadets, based upon the surveys, a figure between 30-40% for ethnic minority representation seems a reasonable estimation.

As is the case with PSVs, for OPCC volunteers the data is collected in most areas in respect of ethnicity, but data quality and coverage is patchy, and there is limited consistency in categories used to collect data, rendering comparisons at a national level difficult.

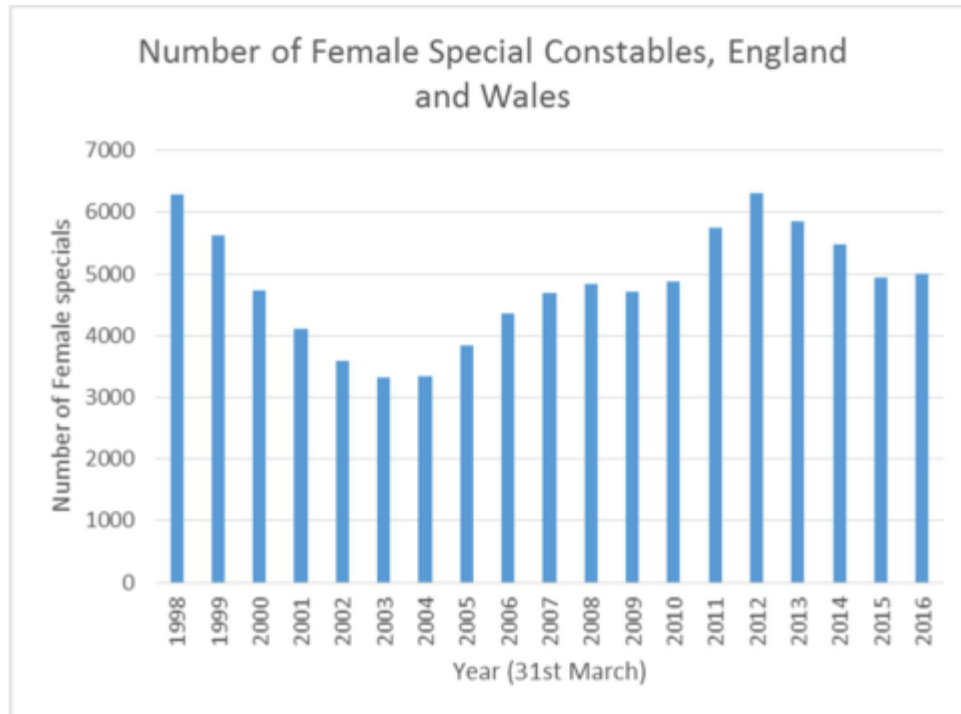
In respect of gender, again there is patchiness in the data provided through the Benchmarking Surveys for PSVs, Volunteer Police Cadets and OPCC volunteers. For those PSVs where gender data was provided by forces (two thirds of the overall cohort of PSVs) 53% were female and 47% male; this proportion of just over half female is significantly higher female representation than for Special Constables, for which females represent approximately a third of the total number. From the data provided by forces for the gender of Cadets, it is possible to draw a rough estimation in the region of 48% female, 52% male; whilst this figure is approximate, it once again seems much higher female representation than for Special Constables, and indeed for Regular police officers.

For Special Constables, data on gender and ethnicity is systematically collated and published at national level as part of the force Annual Data Returns. This does not mean that there are not shortcomings with elements of the data, but nevertheless it does mean that there is a much greater statistical picture across forces and at a national level over a period of time in terms of the gender and ethnicity of Specials, compared to the limited data available for other police volunteers. The next two sections of this report look at the gender and ethnicity of Special Constables, based primarily upon the nationally published data.

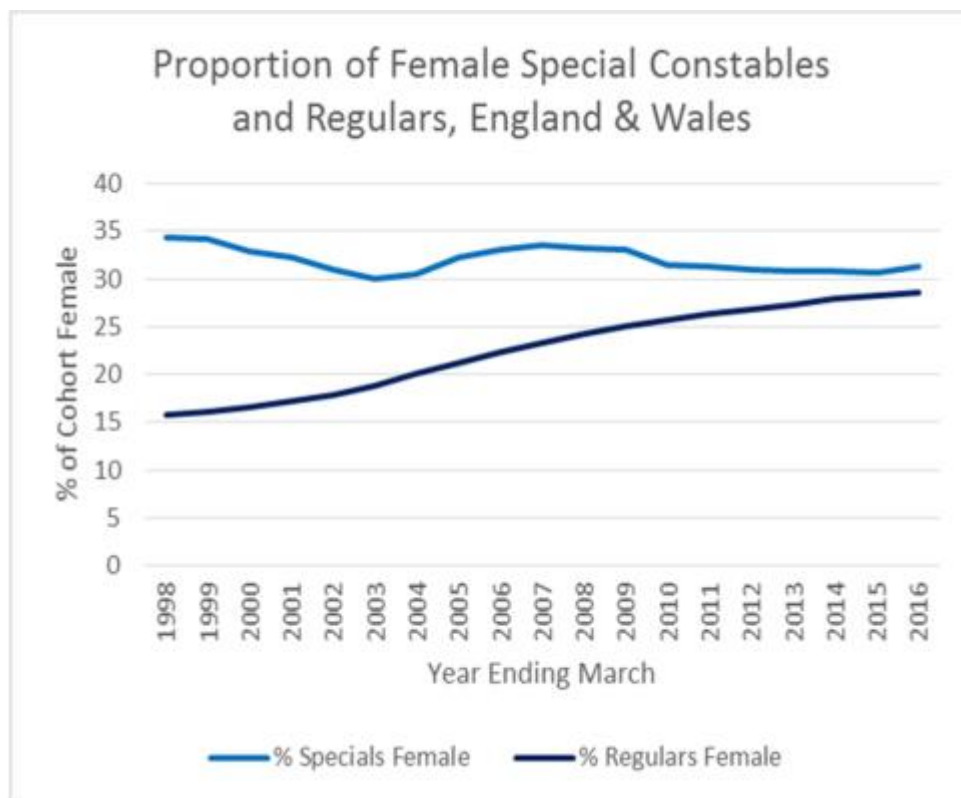


## Gender and the Special Constabulary

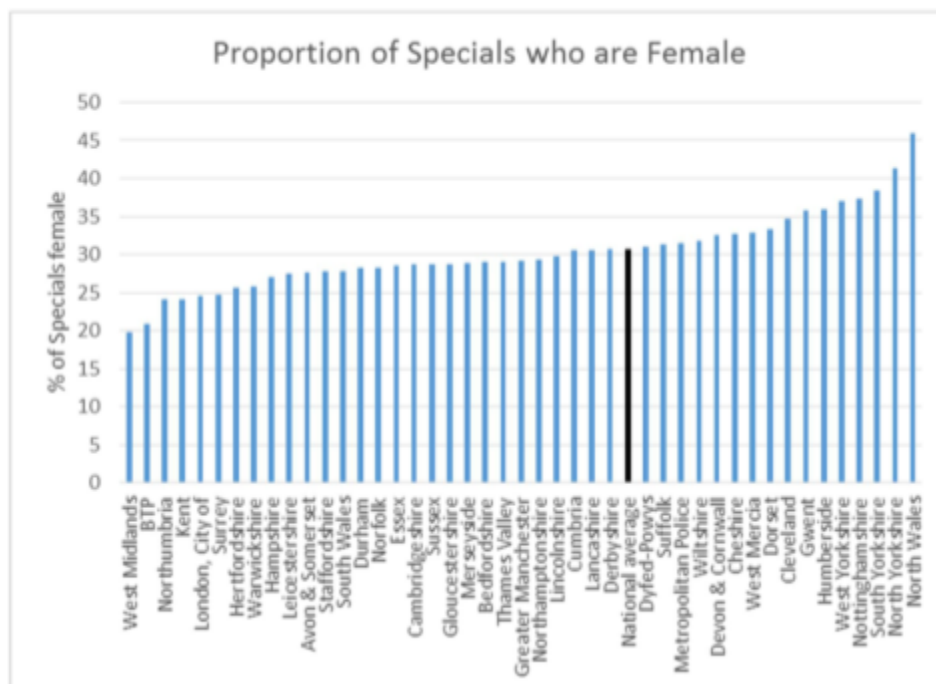
The total number of female Special Constables over the past two decades has broadly followed the wider trend of Specials numbers as a whole. There are fewer female Special Constables in 2016 than there were in 1988.



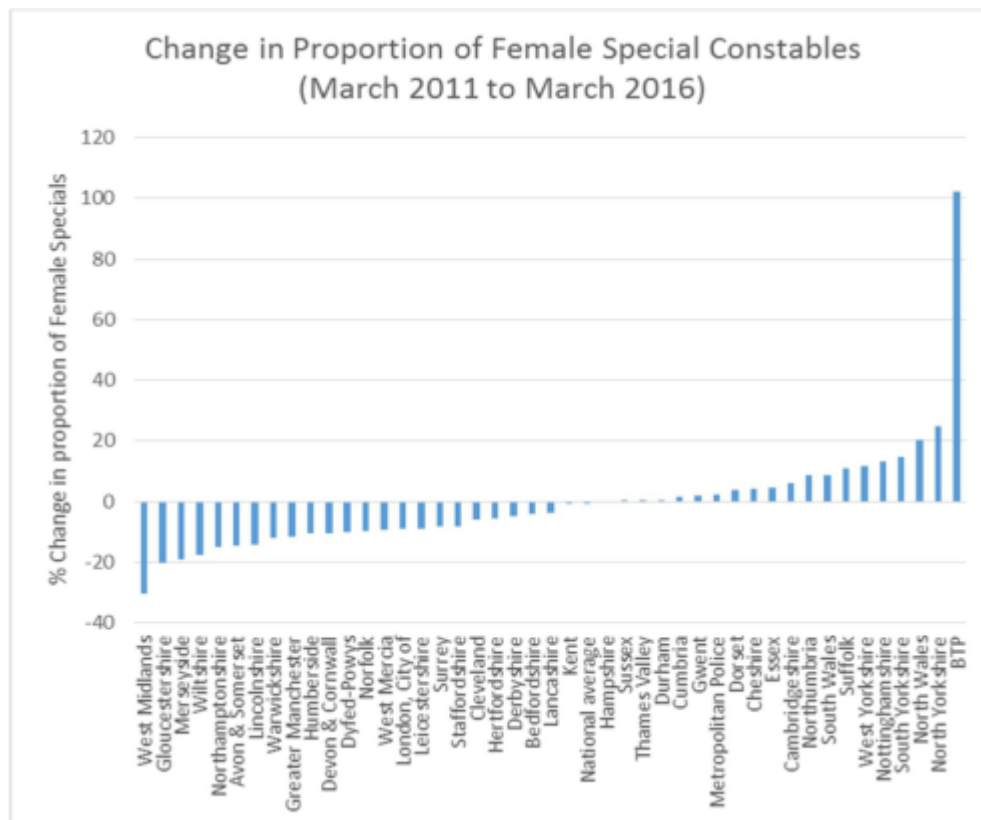
The proportion of Special Constables who are female has remained largely the same since the late 1990s, consistently in the range of 30-35%. The proportion of female Specials is slightly down from the level it was in 1998. During that same period since the late nineties, the proportion of Regular Officers who are female has almost doubled from near 15% to approaching 30%. In 1998 therefore there was a significant gap between gender representation in Specials and Regulars; by 2016 that gap has all but closed.



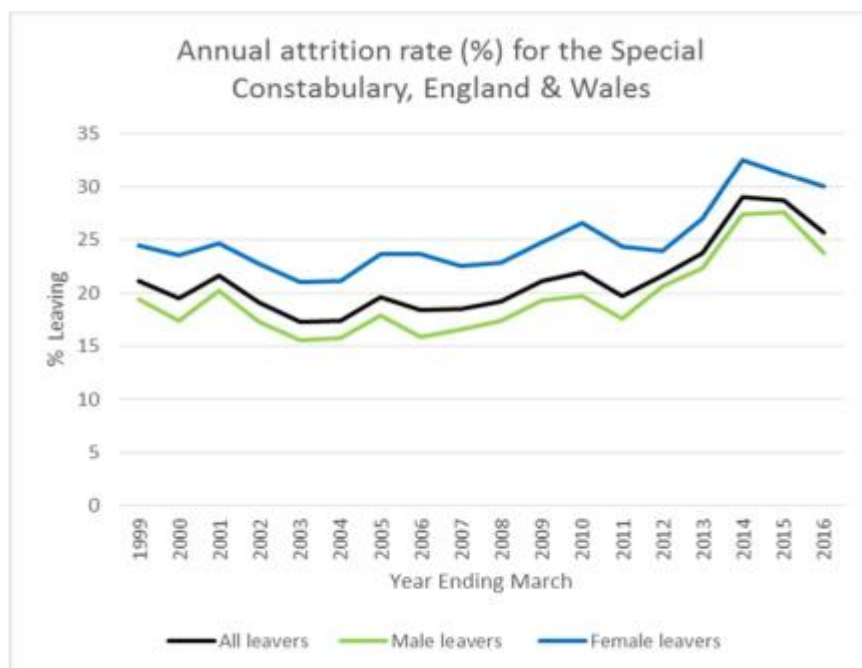
Looking at gender proportions at a force level, there is quite sizeable variation. Some forces, such as North Wales and North Yorkshire, have over 40% female Specials, some forces such as the West Midlands and BTP have nearer 20%.



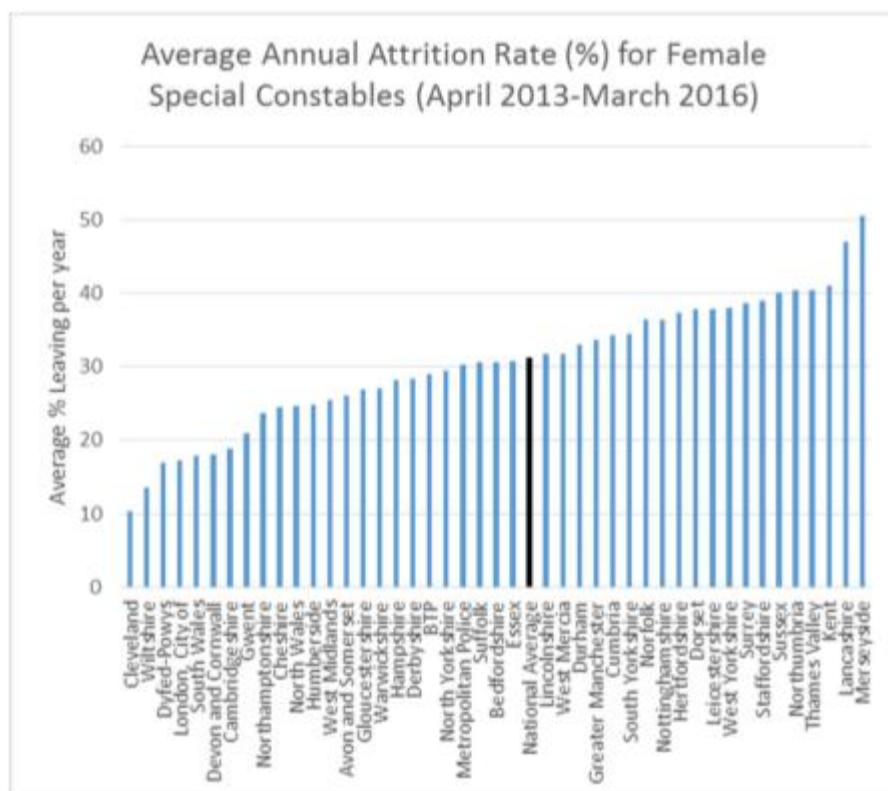
In terms of change of gender representation, again there is a considerable variation across forces. Looking at the past 5 years period (2011-2016) the graph below shows the change in proportion of Specials who are female in each force. The BTP represent an outlier in terms of percentage change, but with the caveat that the number of female Specials in BTP were very low in 2011. At the other end of the spectrum, several forces have seen negative shifts in the proportion of Specials who are female in recent years.



Earlier in this report, attrition rates for Special Constables were discussed (Pages 18-21). It is interesting to look at the attrition rates of Specials in respect of gender. The graph below shows the national attrition rate of Specials by gender since the late nineties. The black line is the overall Specials attrition rate (as shown in the graph on page 19), the green line shows the attrition rate for male Specials, and the blue line for female Specials. In every year since 1999, the proportion of female Specials who have left during the year has been higher than for the proportion of male Specials. In the latest data, for year ending March 2016, the attrition rate for female Specials is more than 5% higher than for male Specials.

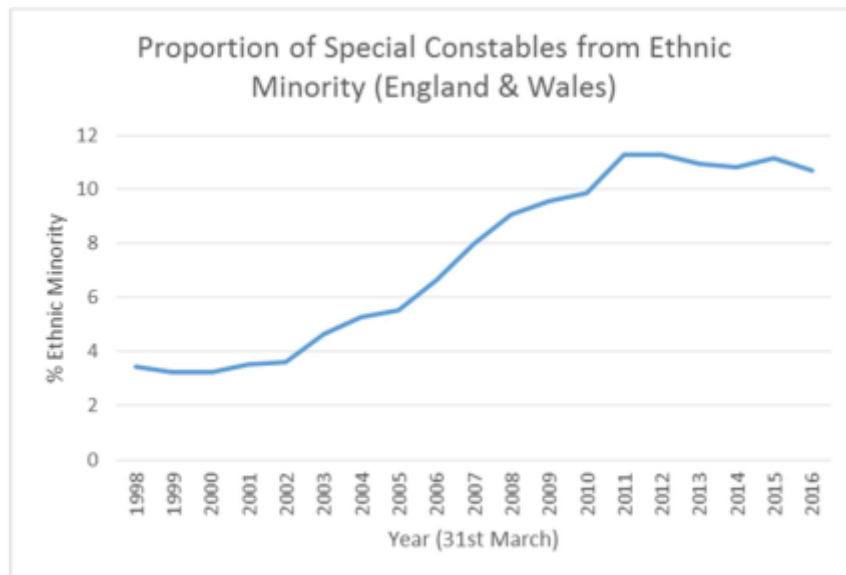


Looking at the attrition rates for female Specials at force level, the graph below illustrates a wide variation nationally. A handful of forces have attrition rates at 40%, meaning that on average over the past three years, 4 out of 10 female Specials have left each year. Lancashire and Merseyside have attrition rates for female Specials approaching 50%, meaning on average half the female cohort will leave over the course of a year. In contrast, several forces have much lower attrition within their female Special cohorts, with figures of well under 20%. As with so much across the data on police volunteering, the national average masks a very wide variation both above and below the national average figure.

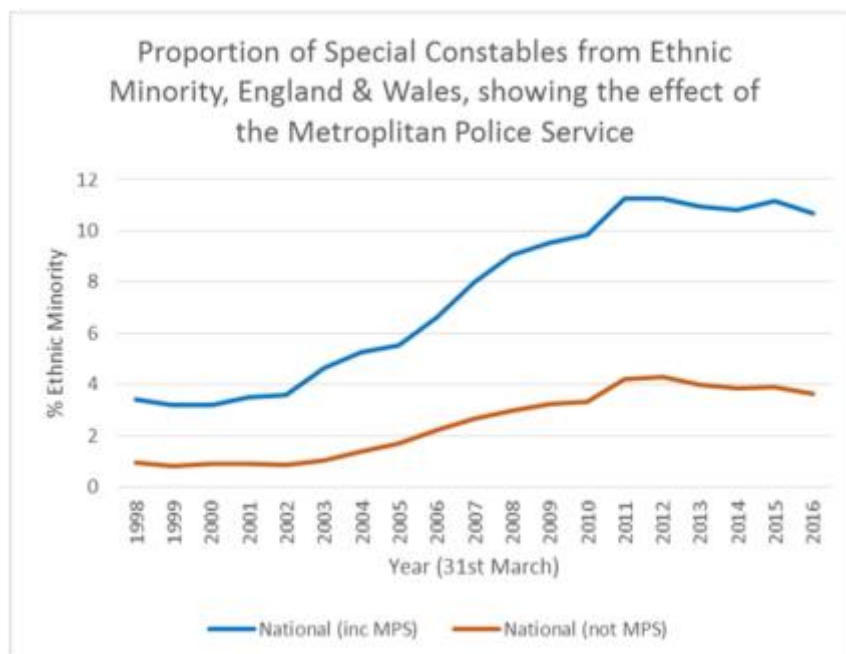


## Ethnic Minority Representation in the Special Constabulary

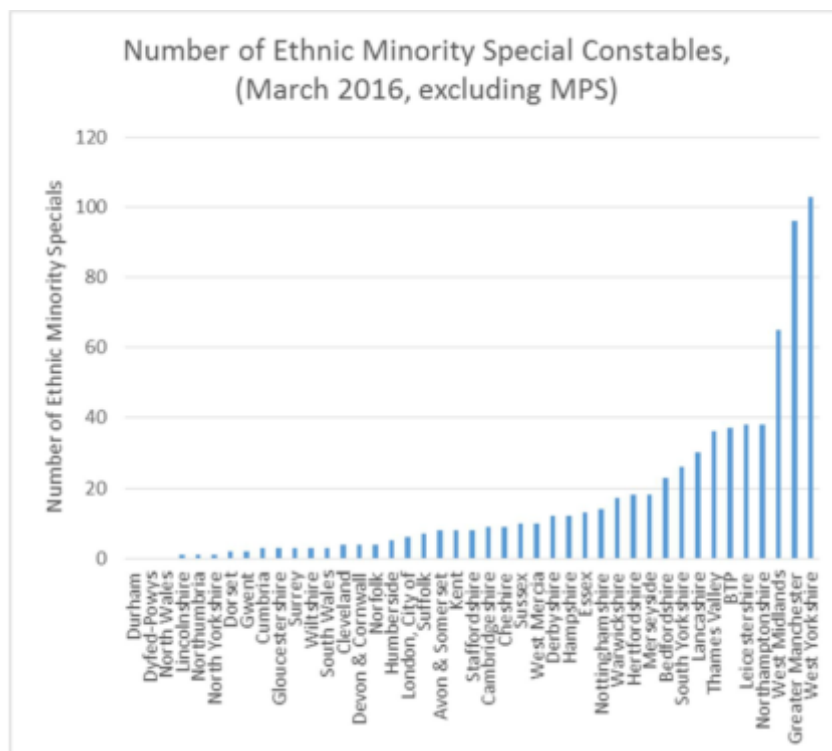
The proportion of ethnic minority Special Constables has grown at a national level over the past two decades, albeit the past five years have seen a plateauing from this upwards trend.



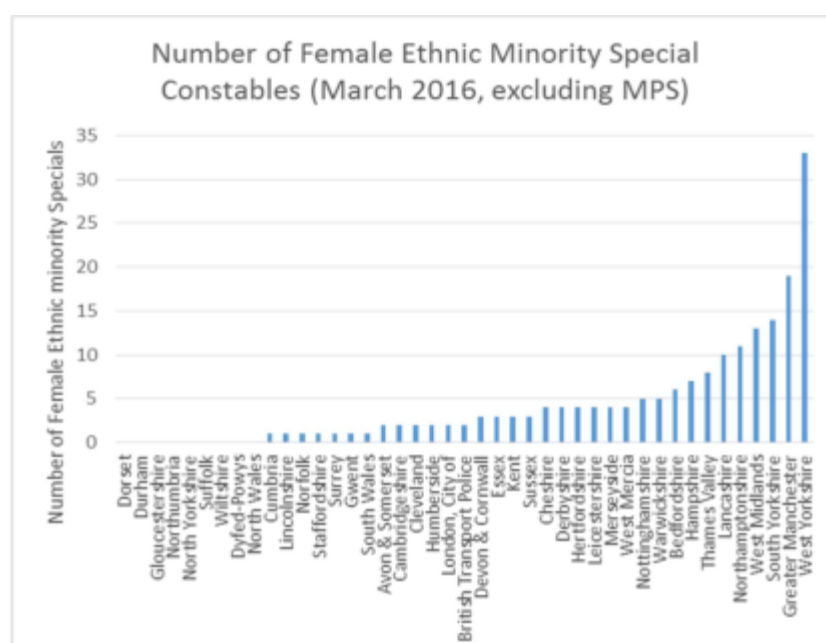
Six out of ten ethnic minority Specials serve with the Metropolitan Special Constabulary. In the MPS a third of Specials are from an ethnic minority. Nationally for all other forces excluding the MPS, the collective figure is less than 5%. The graph below demonstrates the fundamental effect the growth in ethnic minority Specials in the MPS has had on the national picture.



The raw numbers of ethnic minority Specials are low in the majority of forces nationally, as shown in the graph below. Almost half of Special Constabularies nationally have ten or fewer ethnic minority Specials.



These low numbers are particularly stark in respect of female Specials from an ethnic minority, as shown in the graph below. For almost three quarters of the Special Constabularies in England and Wales, it is possible to count the female ethnic minority Specials within their cohort on one hand. In nine forces there are none at all.



# Contribution

## Hours

The Benchmarking Survey represents the first systematic gathering of data across police volunteer hours, for OPCC volunteers, PSVs, Specials and Cadets collectively. The data shows that police volunteering is an activity undertaken on a vast scale, with over 5 million hours completed each year.

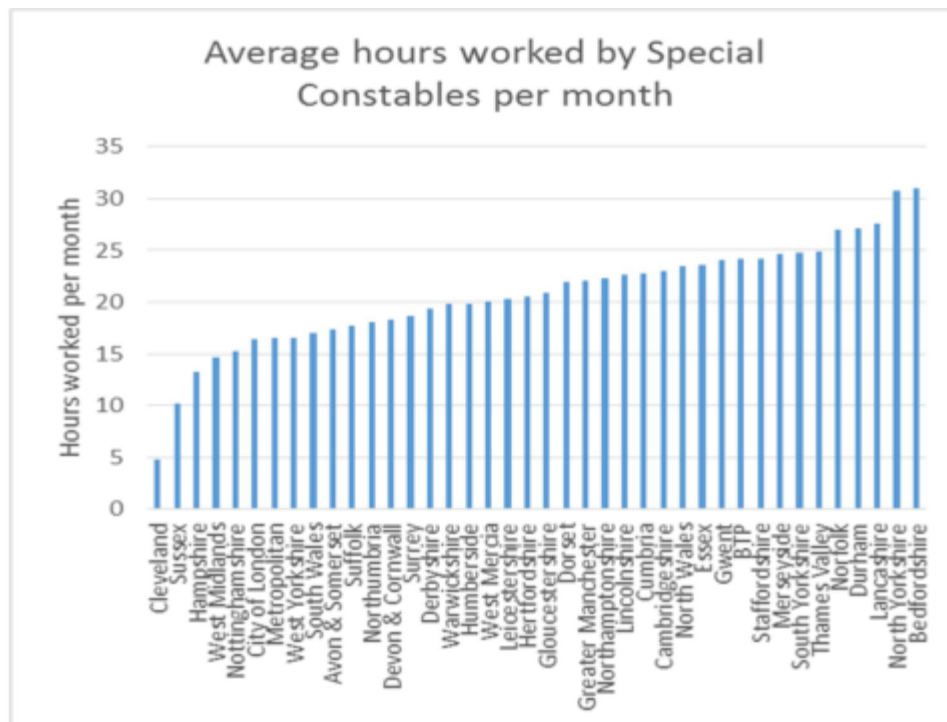
	<b>Estimated Annual Hours Served in England &amp;</b>
Special Constable	3,650,000*
Police Support Volunteer	650,000*
OPCC Volunteers	60,000*
Volunteer Police Cadets	1,100,000* **
<b>Total</b>	<b>5,460,000*</b>

\*An estimated figure, based upon incomplete force returns. There were returns on this data from most forces for Specials, with only 5 missing, so the degree of estimation on that figure is less significant. For the other categories of volunteers, the numbers are estimated from responses from approximately 60-65% of forces, so remain more approximate estimations.

\*\* This Volunteer Police Cadets figure includes all hours of Cadet activity, and not just hours specifically volunteering in the community. The figure for direct community volunteering contribution from Cadets, based on current headcount, would be estimated to be in the region of 400,000 hours.

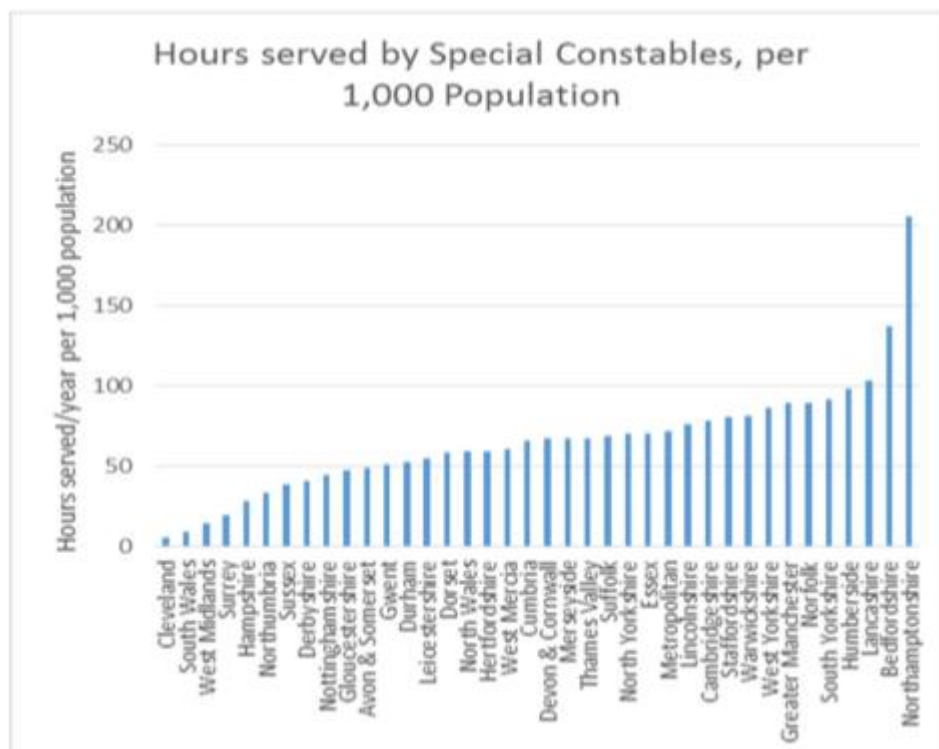
There is a lack of sophistication in current methodologies for placing financial value against police volunteering hours. Clearly any comparators between salaries of Regular officers and Specials, or comparison against particular wage levels (e.g. minimum wage) for PSV activity, can be critiqued as over-simplified. Developing more sophisticated financial modelling of the cash-equivalence of volunteering contribution is an important strategic gap to be filled for the Citizens in Policing agenda, in terms of identifying the business case for investment. Looking at the financial value of police volunteering in simple terms of hours worked and salary equivalence, a value somewhere in the range of **£50-100m** would seem reasonable from the hours figures above. However, there are arguments that such approaches are over-simplified, and also that they do not fully identify the financial value of the range of benefits brought through police volunteering.

The data on PSV hours at force level has limitations which make it difficult to produce a national graph of the spread between forces, although looking across the data it is evident that there are very wide variations. The graph below shows the distribution of average hours worked per month for Special Constables across the forces of England and Wales. As with so many aspects of police volunteering, the variations between forces are large.



One potential measure for exploring the comparative level of activity of Special Constabularies across forces is to look at the hours served by Specials, set against the population of force areas. The graph below (which omits BTP, as it is not possible to express BTP statistics in respect of population), shows the comparative activity levels in terms of hours served per 1,000 population in force area.

Looked at in this way, the level of activity of Special Constabularies varies hugely across England and Wales.





# Capability

## Cohort activity

The infographic below shows the unevenness in the activity levels of individuals across both Specials and PSVs. Broadly one in five of the Specials cohort nationally is either in training (14%) or on long-term leave of absence (6%). Across the remaining 80%, a third of that cohort are reported as having not worked the 16 hours minimum, and two thirds reported to have done so. For those Specials who have completed training, nationally broadly half are still pre-independent status and half have reached independent status. Only one in four Specials are of independent patrol status and working over 16 hours. For PSVs the data provided by forces is less complete, but suggests almost six out of ten PSVs are active, about a fifth are inactive, and data is not available for the others.

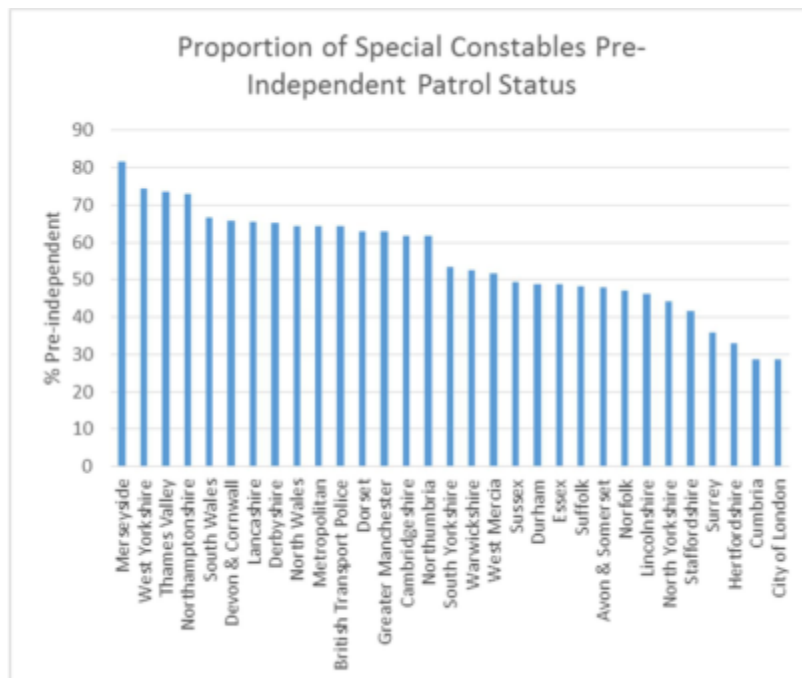
### Specials



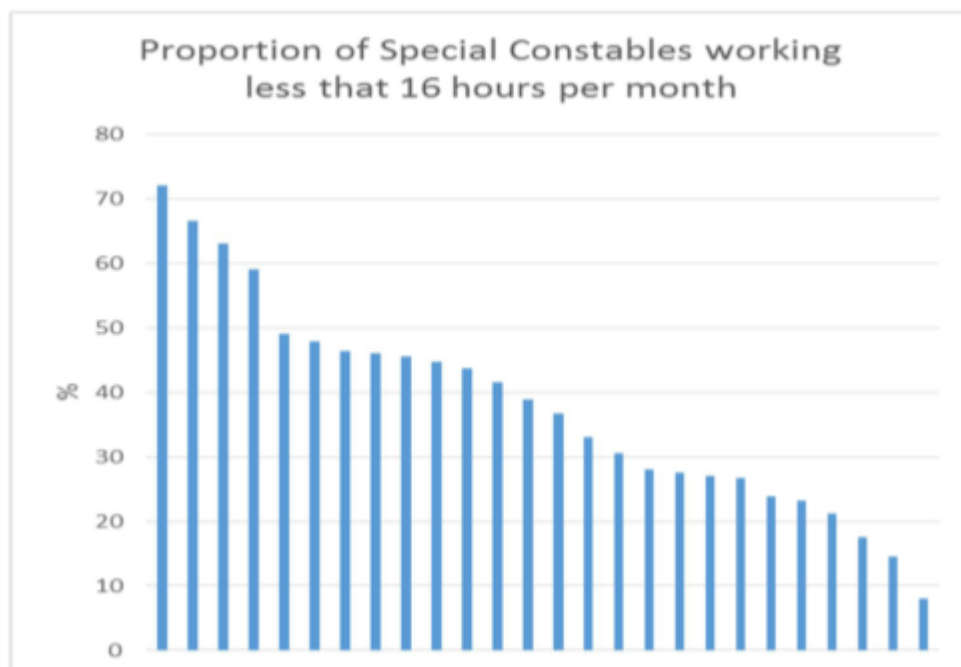
### Police Support Volunteers



The graph below shows the spread of data for the proportion of Special Constables who are pre-independent status (including in initial training). For slightly over half of forces, that figure is over 50%, and for a small number it rises to be in the region of 70%



The proportion of Specials working less than 16 hours per week is also highly variable across forces nationally. The graph below shows the spread of data for forces, anonymised, with a range from over 70% not working 16 hours in one force, to fewer than one in ten Specials not doing so in other force areas.

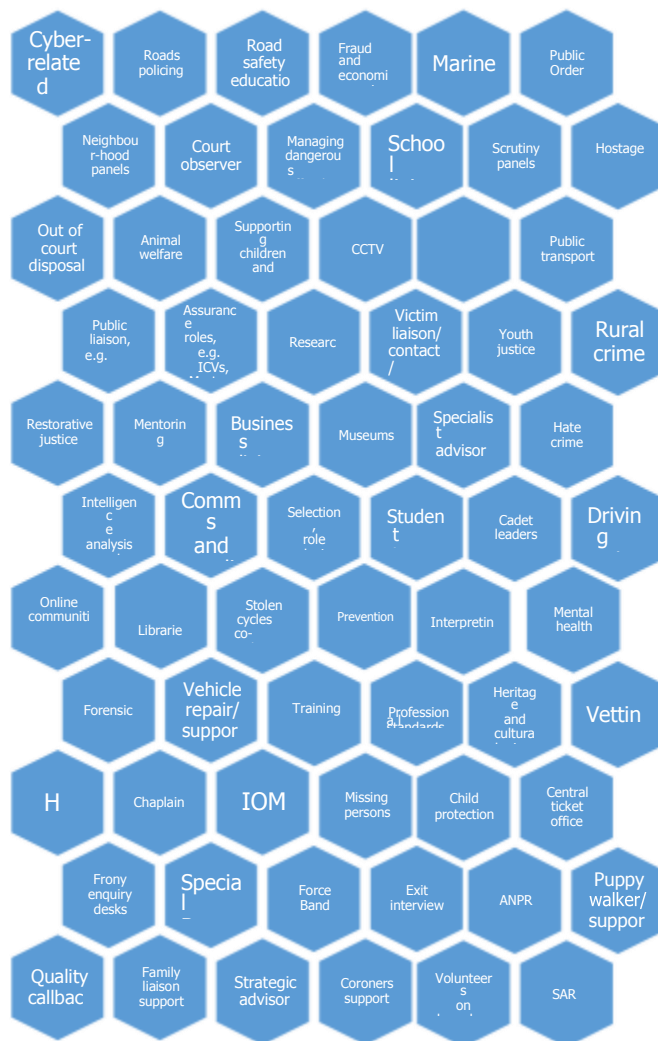


## **Specialist roles**

One element of the capability of police volunteers is their contribution across the range of policing activity, including in more specialised areas of police work. The Benchmarking Surveys reflected a very large range of specialist roles for both Specials and PSVs.

Touching on issues of consistency (which are addressed in the following section of this report in more detail), there is evident patchiness nationally across these local developments of specialist roles, and also evident 'duplication' and 'parallel' development of roles across different forces.

## **The breadth of specialist roles across police volunteering**



There has been significant interest in the potential for police volunteers – both PSVs and Specials – to develop into roles addressing cyber-crime and other cyber-based threats of harm. The data nationally remains somewhat patchy in terms of the progression of this work to date. There is a funded pilot project which is developing new models of working, and also significant development of 'cyber-Specials' within the National Crime Agency. Overall, across the surveys 19 forces identify that they either have Specials or PSVs already engaged in cyber-based roles, or that they have an intention to build that capacity in the near future; this may reflect a slight undercount of the reality of such developments given gaps in survey returns. Picking up again on the issue of consistency, there are questions as to the degree that this represents a coordinated process, with liaison and learning across

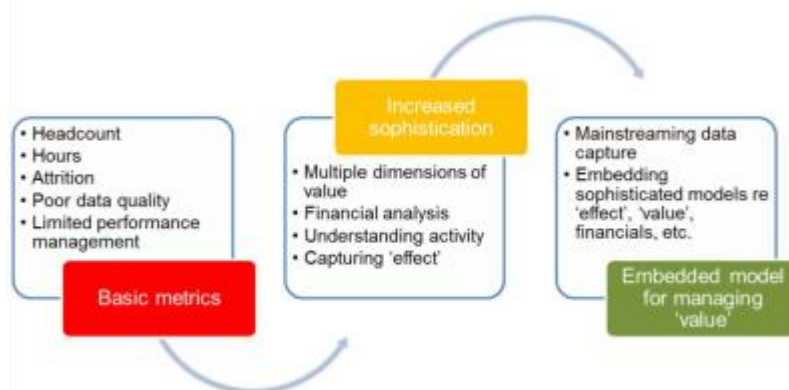
forces, and the degree to which there are numerous separate developments at local level. The reality seems to be a mix of both, with some coordinated development of cyber-related roles, but also some developments which are less integrated into a wider picture.

## **Approaches to Performance and Value**

There are clear limitations to current performance models across police volunteering. In respect of the Special Constabulary, in reality few force approaches stretch beyond monitoring headcount, hours worked, and retention rates, sometimes with additional monitoring in respect of progression through processes (e.g. recruitment, reaching independent status) and in respect of cohort characteristics and in particular diversity (e.g. monitoring ethnicity). There is little engagement with questions of 'outputs' and of 'outcomes', capturing the 'effect' achieved the Special Constabulary.

The situation in respect of PSVs tends to be even less evolved in respect of performance approaches. In reality, there is an absence of performance data, monitoring and management across some PSV contexts in forces. In others, there is more of an engagement with data, but typically across very basic measures, such as headcount and basic process monitoring.

The model below shows the desired steps for moving from a performance approach characterised by very basic metrics and by limited understandings of value, to a value approach that is more sophisticated and embedded.



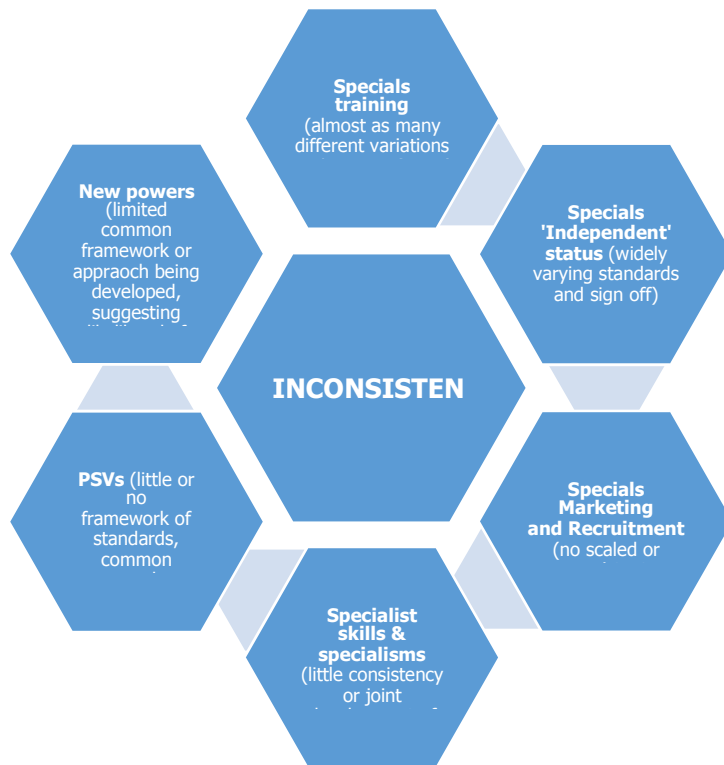
## Consistency

The data throughout this report has repeatedly pointed to substantial variation across forces. The scale of differences in terms of police volunteering between forces in effect means that national 'averages' and 'totals', and talk of a 'national picture', are typically misleading because the realities on the ground are very different in different force areas. This is particularly marked in terms of the scale of PSVs, where some forces have very few and some have large numbers, and some forces have developed a wide range of roles whilst others have not. There is also an enormous variation in the financial data and in the posts and infrastructure available to support police volunteers.

The policy and practice across Specials, PSVs, OPCC volunteers and Cadets is in all four cases highly inconsistent across different forces (albeit there is a greater sense of national programme and overall structure for Cadets). This is a key feature of the current landscape, and one which the national CiP strategy has identified and intends to address.

It is important to recognise that not all variation is a bad thing: local areas should be responding to local needs. Much about voluntarism lends itself to local ideas, initiative, innovation, invention and individualisation and there needs to be a balance to avoid overly rigid and restrictive national frameworks which become a stifling 'one size fits all' model.

However, as shown in the diagram below, there are key aspects where the current picture presents as being 'under-regulated' and unnecessarily inconsistent. Inconsistency impacts on key elements including transferability, scaling and joint working, and mutual aid. The absence in key respects of a consistency of standards also risks undermining credibility; a framework of professional standards is a critical element of the further professionalisation of police volunteering. The upcoming legislative developments in 2017, which include empowering Chief Constables to give greater powers to non-warranted police volunteers, also prompts a need for greater codification of standards. Too great a degree of variation can also lead to a great deal of wastefulness in terms of duplication of effort through individual forces developing multiple approaches to the same practice and policy issues.



## Connectivity

The Benchmarking Survey identifies a significant amount of cross-force joint working in respect of police volunteers. This is primarily in relation to Special Constabularies. The figures in the table below probably reflect an undercount of the real position, as the data supplied about cross-force activities is unlikely to have been comprehensive in all the force surveys. The figures do show a significant degree of work across forces in respect of Specials, but also reflect that much more is possible. There seems to be less tangible collaboration across PSVs. Elements of OPCC volunteers, for example Independent Custody Visitors (ICVs), do have some degree of partnering arrangements across forces, even if just in terms of training and conferencing events. The context in relation to Volunteer Police Cadets is a different one, in that there is a greater degree of national programme and coordination.

	<b>Number of forces in benchmarking exercise undertaking</b>
Joint operations	11
Initial training	8
Leadership development	4
Specialist development/CPD	4
Marketing and recruitment	2
Broader working relationship	5

There are several examples of collaboration between police and fire services in terms of volunteers. Primarily these relate to PSVs, and to joint service Cadet arrangements.

There is an argument that the national programme design and infrastructure in respect of Cadets brings several strengths, which could be emulated in national and regional coordinating arrangements for police volunteering more generally.

In terms of coordination, communication and support across forces at regional and national level for the PSVs and Specials agenda, at the national level there is an ongoing redesign of structures.

Regionally, there is something of a patchwork of different arrangements, with some regions having stronger arrangements in place than others. The current picture in respect of regional meeting arrangements is reflected in the table below.

	<b>Regional Coordination Arrangements for</b>	<b>Regional Coordination Arrangements for Special Constables</b>
Wales	Citizens in Policing practitioner meeting chaired by funded regional co-ordinator (GMP, shared with North-West), meets quarterly. Strategic CiP meeting chaired by ACC (North Wales), also meets quarterly.	
North-West	Funded regional co-ordinator post (GMP) chairs quarterly practitioner meeting. Separate meetings, but PSVs meet in pm after morning SC meeting.	Funded regional co-ordinator post (GMP) chairs quarterly practitioner meeting. Separate meetings, but SCs meet on the morning of same day PSVs meet pm.
North-East/Yorkshire & Humberside	A quarterly meeting of force PSV leads plus fire service volunteer leads, chaired by the regional PSV rep (Humberside). Separate to Special Constable meeting.	A quarterly meeting of Special Chief officers, chaired by ASCCO regional rep (Humberside). No specific coordination/support resource. Separate to PSV meeting.
East Midlands	East Midlands Regional Special Constabulary and Volunteering Board, meets quarterly. The Board is currently reviewing ToR; historically it has focused more upon Special Constables but in future intends to cover all volunteer strands. Chaired by ACC (Derbyshire). Supported/administered by PSV/Specials admin support officer (Derbyshire). Mixture of attendees. <i>West Mercia &amp; Warwickshire have also been attending this group in past year, as there has</i>	
West Midlands	No current meeting.	No current meeting, but there are plans to develop a meeting involving the Special Chief Officers, and other key stakeholders. ToR to be determined at the first meeting in December. Possibilities of a virtual/remote meeting model as part of the new arrangement.
East	PSV meeting chaired by PSV regional rep (PSV lead, Hertfordshire), meets quarterly. Attendees the force PSV leads. Separate to Special Constable meeting arrangement.	Bi-monthly Regional Specials Meeting. Chaired by DCC (Bedfordshire). Attendance, SC Chief officers, also various programme leads for Specials in forces, plus CoP attendee. There was a regional coordination role, but funding was not agreed
South-East/London	PSV meeting, quarterly, chaired by regional rep (Hampshire), attended by TVP, Hampshire, Kent, Surrey, Sussex and Met. CoL and BTP invited but have not as yet attended.	London Special Constabulary meeting, quarterly, chaired by Commander (City of London) and attended by Chief officers of Met, CoL and BTP. No specific regional coordination/support, arrangements organised via Commanders PA.  Discussions ongoing about regional co-ordination funding.
South-West	Meet twice a year as PSVs only, and twice a year collectively across CiP agenda jointly with Specials. Chaired by DCC (Devon & Cornwall)  Recently agreed to fund regional CiP co-ordinator role.	Meet twice a year as Specials only, and twice a year collectively across CiP agenda jointly with PSVs. Chaired by DCC (Devon & Cornwall)  Recently agreed to fund regional CiP co-ordinator role.



# Conclusion

This report represents the biggest exercise to date in drawing together data across police volunteering. However, it is recognised that significant strategic gaps remain, and it is fundamental that the position in respect of data and evidence is majorly enhanced as the national strategy work is taken forward.

## **Pointers towards better data management, evaluation and ‘evidence-based’ practice**

The data within this Benchmarking Exercise is still focused primarily upon headcount of volunteers, their activity (expressed in basic terms of hours served), and basic cohort characteristics (for example, recruitment and attrition, diversity). Even in terms of this foundational data, there are shortcomings, even with respect to Specials where some national data has been gathered over a prolonged period, and especially in respect of PSVs, where major gaps remain.

Future effort in respect of data and evidence across police volunteering should focus upon:

- Closing the strategic gaps in respect of this foundational data (i.e. data such as headcount and hours), in particular relating to PSVs;
- Building much stronger insight in respect of volunteer careers and experience;
- Building a much more developed and sophisticated picture of need, activity, outputs and outcomes;
- Enhancing understandings of financial data;
- Creating stronger models of evaluation;
- Establishing a greater coherence and consistency of data collection and dissemination, to allow more accessible and reliable comparison between different forces;
- Developing more mature models of evidence-based practice and of performance management, based upon all of the above, and recognising the multiple dimensions of ‘value’ across police volunteering.

## **Future options for developing the Benchmarking Exercise work**

The model followed within the Benchmarking Exercise, of developing a single point of collection and analysis for data across police volunteering, seems to have considerable merit and the concept of benchmarking could be expanded further, as has been proposed within the Citizens in Policing strategy. Future focus for benchmarking could include:

- Further work to develop the ‘phase 1’ focus upon police volunteering, seeking to address strategic gaps in our knowledge base, and to keep up to date the picture generated within this work;
- Work to identify practice across the Citizens in Policing agenda internationally, and compare it with work within England and Wales, identifying potential learning;
- Similarly, work to identify best practice, innovative practice and the evidence-base beyond the policing sector, and again to identify potential learning;

- Work to expand the benchmarking approach across the aspects of Citizens in Policing beyond direct police volunteering.

## **Potential Next steps**

This report represents a first step in terms of better capturing at a national level the data across police volunteering. Core messages from the findings include that there are significant strategic gaps in our data and knowledge-base across police volunteering which need to be closed, and that the national picture which begins to be revealed is one of major variation and inconsistency across forces. The report also points to the scale and significance of police volunteering; a large number of people are directly involved in policing through volunteering, serving millions of hours of their time annually, and impacting across a diverse range of policing activities and outcomes. Hopefully this report will stimulate policing across England and Wales to learn more about these volunteers, and about the very wide range and sheer scale of activities which they undertake, the outcomes that they impact upon, and the potential to have an even greater impact in the future.

Potential next steps, building upon the contents of this report, might include:

- Utilising findings within the report to help prioritise and detail elements of the national Citizens in Policing strategic action plan;
- Evolving over time this approach of data collation and analysis into an online knowledge hub model, linking to website development across the Citizens in Policing agenda;
- Building and delivering future phases of the benchmarking work;
- Using the contents of this report within activity to develop policy and academic networks in respect of Citizens in Policing, drawing in expertise across the agenda, and helping to better focus, coordinate and disseminate policy and research activity.

The national data benchmarking exercise was developed, managed and analysed on behalf of the national Citizens in Policing Strategic Board by the **Institute for Public Safety, Crime and Justice**, University of Northampton. A key part of the Institute's work programme is its Centre for Citizens in Policing. The Centre is committed to working strategically with forces nationally and internationally to develop the evidence-base across police volunteering and wider citizen direct involvement, to translate the evidence-base into real improvements in experience and impact, and to support and stimulate the debate about the future for citizen involvement in policing and public safety.

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## **Item 14**

### **NATIONAL FEDERATION UPDATE**

**Presentation from Steve White,  
Chair, Police Federation**



# Chief Constables' Council

## ITEM 15: DURHAM ORGANISATIONAL CLIMATE SURVEY: A STUDY OF WELL-BEING, ENGAGEMENT, INTEGRITY AND SERVICE DELIVERY IN POLICING

25/26 January 2017

Security classification:	Official
Disclosable under FOIA 2000:	Yes
Author:	Steven Chase
Force/organisation:	Thames Valley Police
Date created:	December 2016
Coordination Committee:	Workforce
Portfolio:	Evidence-based practice
Attachments @ paragraph:	Appendix 1

### 1. INTRODUCTION/PURPOSE

1.1 The purpose of this paper is to inform Chief Constables of the work we have been doing with Durham University to develop a Collaborative Research Unit and a Workforce Climate and Staff Engagement Survey for Policing. Chief Constables endorsed the continued development of the survey at their Council meeting on 17 July 2015 and a further update was provided by Chief Constable Giles York, Chair of Workforce Co-ordination Committee, at Chief Constables' Council on 12/13 October 2016. Following the signing of an MOU between Durham University and Durham Constabulary on 28 September 2016 to 'host' the National Survey, we are now in a position to confirm the offer to Forces wishing to join the survey. This offer was initially outlined at a workshop in Sheffield on 11 October 2016, attended by fourteen new Forces.

### 2. SURVEY OFFER

- 2.1 The survey will include a standard set of measures, which have been tested and replicated in other Forces, which will be in all surveys. In addition there is an option to include additional questions based on one of three themes: well-being, engagement or integrity to provide a deeper level of analysis. A list of measures is shown at Appendix 1. Other themes or topics required by Forces may be included in future surveys following discussion and agreement with Durham University. A small number of 'new' measures may be included to progress the research agenda. These new measures would be fully discussed with Forces before inclusion.
- 2.2 The main survey will take 25 minutes to complete and be followed by a second, short survey, taking 5-8 minutes to complete. Each survey will run for a four week period.
- 2.3 The proposal is designed to allow Forces to join the collaborative research project when it suits them. Timing can be discussed with Dr Les Graham of Durham University.
- 2.4 Dr Les Graham will make one visit to each Force to present the results/findings to the executive, senior leadership group, staff associations on a mutually agreed date. He will also provide a written report to each Force. Some data may be made available to Forces – linked to the measures – or, alternatively priority analysis can be conducted at Durham University during a one day visit by interested force personnel.

2.5 As a part of our continuous learning and survey development, we intend to run two workshops per year for participant Forces. Attendance would be open to Forces for 18 months following completion of a survey. The next workshop is scheduled for 21/22 March 2017 in Durham and will address key findings and sharing of improvement actions. Participant Forces will be invited to send two representatives; attendance of additional personnel will be possible through payment of a small fee. Forces that are not currently involved in the collaborative research project will also be able to register and attend for a small fee, subject to availability of places.

2.6 The cost of collaborating in the research project is based on Force size as follows:

	Standard	Large	Very Large
Costs standard survey	£7,500	£9,000	£10,000

Very Large more than 6,000 staff

Large more than 4,000 and 6,000 staff

Standard less than 3,999 staff

The cost of workshops and additional activities will be in-line with the University of Durham standard rates (£1,500 per day, plus expenses)

### 3. COMMITMENT FROM PARTICIPATING FORCES

3.1 Forces would also be asked for the following as part of the sign up to the survey:

- A firm commitment to the collaborative research
- Nomination of a single point of contact
- Agreement on timing and of the Collaboration Agreement
- Provision of controls (Grades, details of policing areas, divisions etc.)
- Provision of a purchase order
- Management of the internal communications
  - Briefings to force personnel and staff representatives
  - Circulation of the two web links
  - Encouragement to complete the surveys
  - In-force communications of results

3.2 To date twenty-two Forces have completed the survey at least once and fourteen Forces have signed up to do so over the next few months.

### 4. CONCLUSION

4.1 By way of reminder, Chief Constables earlier endorsed the continued development of the Workforce Climate and Staff Engagement Survey for Policing. We now have in place a standard staff survey offer which is sustainable into the future.

### 5. RECOMMENDATION

5.1 Chief Constables' Council is asked to note this update and to endorse the standard survey offer.

**Giles York**

**Chief Constable**

**Workforce Coordination Committee**

**Appendix:** Staff Survey – Glossary of Measures

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# **APPENDIX 1**

## **STAFF SURVEY GLOSSARY OF MEASURES WITHHELD IN FULL S22A**





# Chief Constables' Council

## College of Policing Licence to Practise

25 January 2017 /Agenda item 16

Security classification: Official  
Disclosable under FOIA 2000: Yes  
Author: Steve Deehan  
Force/organisation: College of Policing  
Date created: 03/01/16  
Coordination Committee:  
Portfolio:  
Attachments @ paragraph: None

### 1. INTRODUCTION

#### 1.1

\*\*\*\*\*  
\*\*\*\*\*  
\*\*\*\*\*  
\*\*\*\*\*S36(2)(C).

1.2 The College is undertaking a series of engagement events to develop the approach. On 7th December 2016, representatives from 21 forces and the \*\*\*\*\*S23 participated in a national engagement event for forces. The College will deliver six regional events for practitioners in January 2017 and will be directly engaging 3rd sector and victim/survivor groups on 3rd February 2017.

1.3 The College intends to circulate a consultation document to chief officers early in 2017. Legislation and implementation timetables would mean the start of any licence would not be before 2019.

### 2. BACKGROUND

2.1 **Why have a licence to practise?** A licence to practice \*\*\*\*\*S36(2)(C) would mean individuals deployed in high risk policing roles would be legally required to demonstrate the relevant professional knowledge and maintain their professional development. A licence could provide assurance that officers and staff on the register have the appropriate knowledge, competence and skills to respond to complex, high risk policing situations.

2.2 A licence is often used to ensure professionals are developed to a specific standard, to help manage risk when procedures cannot be set out for every eventuality. In medicine, the public can be reassured that the decisions of a registered doctor are supported by a foundation of standardised professional development, approved training, and competency, evidenced to a consistent national standard set by the professional body.

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- 2.3 To date, work to mitigate risk and improve delivery in policing has often focused on organisational procedures and supervision. When policing bodies in England and Wales and their partners have identified areas for improvement, the response has tended towards setting standards and training to follow procedures. Licensing provides the opportunity to strengthen the policing focus on ongoing professional development to prepare individuals to manage risk and achieve high standards.
- 2.4 The College is initially considering how a licensing approach could operate for high risk areas such as the oversight of complex investigations involving vulnerability. Recent concerns around the response to such cases are a signal of the changing demand on policing. Police officers and staff have increasingly complex, nuanced decisions to make, for example in investigating sexting which might range from exploration of sexuality to exploitation or extortion. Their choices can significantly impact upon public confidence and the ability of victims to access justice. Early engagement suggests there is a related appetite for licensing to be applied more broadly, although this would be a long term development which could be developed alongside the Policing Education Qualifications Framework.
- 2.5 **What will this mean for forces and chief officers?** The proposed approach will include the College setting national standards and qualification requirements and helping to ensure continuing professional development. \*\*\*\*\*  
 \*\*\*\*\*S36(2)(C). There would be an expectation that a chief officer would only appoint a 'licensed' individual to a role where the licence operates, but they would maintain operational flexibility in exceptional circumstances (\*\*\*\*\*  
 S36(2)(C)) so there would not be an absolute bar on the deployment of an 'unlicensed' person to such a role.
- 2.6 **What will this mean for individual officers and staff?** Individual professionals will be required to register licences with the College, providing sufficient supporting evidence as required. All staff and officers will be prohibited from operating in high risk roles (to which a license has been applied) unless they hold a valid licence, and appear on the national register, unless exceptional circumstances apply. The operation of duties placed upon both the chief officer and the individual practitioner will be a transformational change in approach which will shift blanket responsibilities from chief officers and empower and place responsibilities upon individual professionals to demonstrate readiness for a role and maintenance of professional development.

### 3. DESIGN PRINCIPLES

- 3.1 The College is in the process of developing a set of proposals around key issues for licensing which will be outlined in the consultation document sent to Chief Constables. The current principles are:
- application to the highest-risk areas of professional practice based on an evidence-based risk assessment process;
  - governance arrangements which include a requirement to assess the impact on forces;
  - nationally defined knowledge, skills and competency requirements for high risk roles;
  - College assurance of training, assessment and continuing professional development requirements;
  - public 'Right to Confirmation' that an individual practitioner is registered with the College.

### 4. DECISIONS REQUIRED

- 4.1 That Chief Constables provide feedback on development of the licensing approach to date and the broad principles proposed.

**Name**  
**Rank, Constabulary**

**Steve Deehan**  
**T/Chief Superintendent, College of Policing**

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# Guiding principles for organisational leadership

November 2016 (FINAL DRAFT) – not held.

# Chief Constables' Council

## Workforce Representation

**25/26 January 2017/Agenda Item: 18**

Security classification:	Official
Disclosable under FOIA 2000:	Yes
Author:	Luella Bubloz
Force/organisation:	Sussex Police
Date created:	7 December 2016
Coordination Committee:	Workforce and EDHR
Portfolio:	
Attachments @ paragraph:	

### **1. INTRODUCTION/PURPOSE**

- 1.1. To update Chief Constables on the work being progressed within the NPCC following the recommendations of the HASC report that was published in May 2016.
- 1.2. To update Chief Constables about the newly appointed NPCC Lead for Workforce Representation and to seek agreement and support for the approach and priorities being proposed for this portfolio.

### **2. BACKGROUND**

- 2.1 Policing's ambition over recent decades to reflect the communities it serves has seen significant success in some areas whilst progress in others can be described as lethargic at best or failing at worst. In response to the Home Affairs Select Committee (HASC) 'Police Diversity', the Government states;
  - A diverse workforce goes right to the heart of this Country's historic principle of policing by consent.
  - Having a workforce representative of people of all backgrounds and groups including black and minority ethnic (BME), those who are disabled, who are Lesbian, Gay, Bisexual and Transgender (LGBT) and officers from all faiths will not only ensure we can make much better use of the talents and skills of people from all backgrounds, but also better understand all communities enhancing our abilities to tackle crimes that affect them.
- 2.2 The HASC report has caused some concern amongst representatives of the EDHR committee as the title suggests it covers the broad issue of diversity. However, the report's principle focus is upon race and the findings and recommendations reflect this. The concern of a majority of committee members is that the ultimate goal of a broad and diverse workforce could be lost if the NPCC response does not seek to achieve this.
- 2.3 It is right that we address the recommendations made in the HASC report, accept the comments made in the Government response and recognise the concerns expressed by the EDHR Committee Members. However, we must also recognise that race is an area we have consistently failed to achieve our ambition and therefore we need to agree this be prioritised whilst we continue working towards achieving the ambition of a broad and diverse workforce.

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- 2.4 The Home Affairs Select Committee (HASC) report states that “urgent and radical action” is needed to tackle the gross under-representation of black and minority ethnic people in the police forces of England and Wales, which police have “consistently failed to address” over several decades.
- 2.5 The report identifies that the facts on police diversity are stark:
- No police force in England and Wales has a Black or Minority Ethnic (BME) representation which matches its local demographic.
  - 11 forces have no BME officers above the rank of Inspector.
  - In 1999, 2% of police officers in England and Wales were from a BME background, compared to 6.5% of the population and 9.5% of the UK workforce.
  - By 2015, 5.5% of police officers were from a BME background, compared to 14% of the population, and 11.4% of the UK workforce.
  - In the Metropolitan Police Service BME police officer representation is 12.4%, compared to 40.2% of the population.
  - There are no Chief Constables who are BME.
  - As of October 2015, 4 police forces—Cheshire, North Yorkshire, Dyfed-Powys and Durham—employ no Black or Black British police officers at all.
- 2.6 The Committee calls for the appointment of a national “Diversity Champion” by the Home Secretary to provide a national lead across the police service, to collect and publish data, promote best practise and oversee a diversity lead in each of the 43 forces.
- 2.7 The Committee also suggested that practical steps should be taken in each force, against which their performance should be assessed, including:
- Introducing coaching and mentoring for BME officers.
  - Selection panels, including for specialist posts, to receive diversity training.
  - More external assessors from BME background to be appointed to selection panels.
  - Units which deal with complaints from officers on personnel matters should receive dedicated training on diversity issues.
  - Establishment of a BME senior leaders’ forum, similar to the Association of Senior Women in Policing, to provide support and guidance to BME officers seeking promotion.

### **3. SUMMARY OF GOVERNMENT RESPONSE TO HASC REPORT**

- 3.1 The Government’s response to the Report was received on 20 July 2016. The Government is firm in its view that “increasing diversity in our police forces is not an optional extra. It goes right to the heart of this country’s historic principle of policing by consent. We must ensure that the public have trust and confidence in the police, and that the police reflect the communities they serve. The Government has reformed policing to ensure that there is a sector-led approach to making improvements, including in the area of recruitment and representation. Central to these reforms was the establishment of the College of Policing as the professional body for policing, charged to set standards in all areas of police practice.
- 3.2 The officer workforce is more representative in terms of gender and ethnicity than it has ever been. However the Government has been very clear that there is more for forces to do. This not just because more diverse police forces mean we can make much better use of the talents and skills of people of all backgrounds and groups including black and minority ethnic (BME) individuals, disabled officers, officers who are Lesbian, Gay, Bisexual and Transgender (LGBT) and officers from all faiths. It is also because the police need to understand all communities if they are to tackle crimes that affect them. More than ever, diversity is an important part of operational effectiveness.
- 3.3 The Government has made a clear manifesto commitment to improve the diversity of police recruitment, especially of black and minority ethnic (BME) officers. The Government’s BME 2020 programme is further evidence of this commitment.

- 3.4 The Government wants to see police ranks opened up with flexible entry and exit paths to encourage diversity of experience and backgrounds amongst police leaders and develop a culture of challenge, particularly in the senior ranks.
- 3.5 The Government has suggested that local police leaders and their representatives in the College of Policing and National Police Chiefs' Council (NPCC) are best placed to drive improvements across policing.
- 3.6 The College is halfway through a major programme of work called BME Progression 2018 in which all forces are participating. As part of this, each force has their own action plan to address the recruitment, retention and progression of officers from BME and other under-represented groups in policing. The College's Chief Executive, Alex Marshall, wrote to forces earlier this year highlighting the positive action advice and good practice published by the College, and encouraging more diverse recruitment as part of any forthcoming recruitment decisions. The College has taken a number of concrete measures to bolster activity in forces. It has: published advice on the pro-active use of lawful positive action; published case studies from nine forces showing what can be achieved using positive action; delivered fast track positive action workshops to over 500 officers from under-represented groups; consulted forces on a review of initial police recruitment with recommendations designed to ensure that forces can attract a diverse workforce with the right skills to meet modern policing challenges in the future; disseminated research findings on Unconscious Bias through a conference; delivered a Stonewall programme for LGBT officers and staff; assessed diversity action plans from all forces outside the MPS; and begun to pilot a reverse mentoring programme with chief officers in six forces.
- 3.7 As well as valuing and developing existing police leaders, it is essential to go further and faster in encouraging more people from a range of backgrounds into the police where they can bring a fresh perspective and new ideas. The College is supporting these ambitions through the implementation of its Leadership Review. This includes recommendations that will support sustainable improvements to representation, for example by standardising promotion processes to all ranks, introducing more flexible careers and national advertising of roles.
- 3.8 No force is representative of its local population in terms of its proportion of BME officers. The Government is clear that each force should be striving to be more representative of the communities it serves.
- 3.9 Some forces have already chosen to put in place senior champions for diversity and while the Government would expect senior commitment in all forces it is for local leaders to decide how they will deliver improvements.
- 3.10 PCCs have been instrumental in driving improvements in some areas and there is clear value in greater emphasis being placed on this agenda by PCCs.
- 3.11 Recruitment to the police is managed locally within a national application, assessment and selection framework, in line with national guidance maintained by the College of Policing. The College of Policing has consulted forces on its review of initial police recruitment. The review has been carried out to ensure that police recruitment in the future is able to attract, recruit and retain the brightest and best officers from all groups in society. Recommendation 5: 'Enhancing Applicant Experience' provides an opportunity to improve processes and behaviours to present a more diverse and welcoming face to candidates.
- 3.12 The Equality Act 2010 includes positive action provisions to enable employers to address identified under-representation of protected groups in the workplace, as is the case for BME officers in the police.
- 3.13 The Government has been clear that forces should be doing all they can under the positive action provisions of the Equality Act 2010. The Government agrees with HASC that the Metropolitan Police's cultural competence and language requirement are examples that should be applauded, and provide an example of pioneering activity to other forces. With the support of the College, forces have each developed a diversity action plan. The College of Policing has published guidance to encourage the use



of lawful positive action and we agree that forces should be taking every opportunity to use the provisions in a way that is appropriate and lawful given local circumstances.

- 3.14 The Government remains clear that there is no need for positive discrimination to increase the numbers of BME officers in the police. Forces are making progress and to introduce such action would not only erode the credibility and confidence of individual officers, but would undermine the public's expectation that progression in the police is based on merit alone.

#### **4. NPCC ACTION TO ADDRESS THE HASC REPORT RECOMMENDATIONS**

- 4.1 We are completely committed to building a Workforce Development Plan structured around the four work-streams. In appointing an NPCC lead for Workforce Representation and in agreeing the portfolio structure to follow, the Workforce Co-ordination Committee has liaised closely with Committee for Equality, Diversity and Human Rights led by Chief Constable Gareth Wilson.
- 4.2 In June 2016, we jointly commissioned a formal piece of work to undertake a gap analysis around workforce representation. CC Dave Thompson and West Midlands Police agreed to take on this discrete piece of work on behalf of the national leads (drawing on their experience as a leading force in this area). The Terms of Reference were agreed in July 2016 and over the past six months West Midlands Police have worked with the NBPA and NAMP as co-partners in delivering this piece of work, the outcome of which is now being presented to Chief Constables Council (appendix A). For reference purposes, the Terms of Reference, as they were agreed last July, are outlined below.

#### **5. TERMS OF REFERENCE FOR THE GAP ANALYSIS WORK LED BY CC THOMPSON**

- 5.1 This work is proposed as a four strand approach. It should be noted this is not a sequential piece of work as there is an ability to inject good practice and coordination quickly to maximise opportunity. There is an intention to see if this work can be locked into the Police Reform and Transformation Programme and funds under the workforce limb to accelerate action. It is important that addressing representation cannot be uncoupled from other factors impacting upon the wellness and experience of BME staff in the service. Staff networks also identify a continual need to link a fairer internal organisation to external service delivery.
- 5.2 The work is explicitly focused upon race and connected elements relating to religion (Sikh and Muslim staff etc.) This is not to ignore all strands of diversity but to recognise the current situation with race represents a critical risk to legitimacy and fairness for policing. The aim should be to develop a five to ten year outlook. It is suggested the work is owned by both the NPCC Equalities and Workforce Areas. The status of the College of Policing (the College) be identified.
- 5.3 The Chief Constable West Midlands Police will sponsor the work with ACC Nav Malik, Cambridgeshire Police as the NPCC representative. National Black Police Association and the National Association of Muslim Police with such other BME networks as are able to engage will be agreed as co-participants in the work. West Midlands Police will look to provide resources as required subject to final terms. It is suggested Staff Associations are also asked to participate in designing the work.
- 5.4 The work will commence with a baseline assessment of the current state and will identify pain points, opportunities and what works. We need to ensure we have a clear and effective baseline of the current state of workforce. Some of this may exist within the College but it needs to be a sustained product. This should create an evidence base for action.
- 5.5 The second aim will be to review the work already done by the College in this area to see if it provides the basis for the next five to ten year strategy. This will include working with the College to carry out a literature review to understand positive action programmes, effective strategies to diversify the workforce, secure effective progression (if not in place).
- 5.6 A further aim will be to review the HASC report and identify critical areas or evidence.

- 5.7 A key objective will be to work with the College to carry out a baseline of representation for BME staff in England and Wales including:
- Representation in BME officers, staff, PCSO's, Special Constables.
  - Recruitment trends for BME staff.
  - Representation in senior ranks and specialist roles.
  - Demographic trends, (is the position likely to improve or deteriorate).
  - Current intervention programmes in place and emerging good practice.
  - Key threats.
- 5.8 The project team will carry out a gap analysis on the research to identify pain points and look to strengthen opportunities.
- 5.9 The project will also re-calibrate strategy with the staff networks, Home Office, College of Policing, NPCC and APCC.
- 5.10 Accelerated Practice.  
Whilst it is vital that there is an effective process for baselining the situation and strategy setting based upon evidence, (or refreshing it) there will clearly be a need for adoption of strategies in recruitment and progression. It is suggested a rapid piece of work is carried out in order to enhance effectiveness particularly as recruitment is now opening across the country.
- 5.11 Governance.  
The need for the work indicates the absence of a sustaining piece of governance for this work. There has been an absence of a mechanism across Staff networks and Associations/ College of Policing / NPCC/ APCC / Home Office to properly manage this workforce strategy.

## **6. DEVELOPING THE NPCC STRATEGY**

- 6.1 The HASC report stated that the Police Service needed to prioritise BME representation and the gap analysis work led by CC Thompson has focused on this aspect of workforce representation. However, the work to increase BME representation can translate and be developed to address representation across other diversity strands. In addition the Workforce Co-ordination Committee and the EDHR Co-ordination Committee are keen that the police service improves workforce diversity in its widest sense. This wider approach goes beyond a narrow focus on protected characteristics in recognising and valuing the benefits that a difference of thinking and a difference in the backgrounds and experience of our workforce can bring to policing.
- 6.2 As Chair of the EDHR Committee, CC Wilson will be leading a complimentary piece of work to pull together a narrative and strategy for the NPCC around diversity.
- 6.3 We have appointed CC Ian Hopkins, Greater Manchester Police, as the NPCC Workforce Representation lead and spokesperson for Internal Workforce diversity. CC Hopkins will be supported by ACC Nav Malik, Cambridgeshire Police.
- 6.4 CC Ian Hopkins will attend future EDHR Co-ordination Committee and Workforce Co-ordination Committee meetings.
- 6.5 CC Hopkin's first priority will be to develop the work that has been undertaken by CC Thompson to draft a Workforce Diversity Plan.

## **6. CONCLUSION**

- 6.1. The proposals developing workforce representation by delivering the Workforce Diversity Plan and the broader NPCC narrative and strategy for diversity will enable us to articulate a cohesive approach to Government, our staff and communities. Council will continue to be appraised and consulted upon our work as it develops.

## **7. DECISIONS REQUIRED**

- 7.1. Do Chief Constables support the direction of travel?
- 7.2. Do Chief Constables agree with the proposed priorities for the NPCC Workforce Representation Portfolio?

**Giles York**  
**Chief Constable**  
**Workforce Co-ordination Committee**

**Gareth Wilson**  
**Chief Constable**  
**EDHR Co-ordination Committee**

## **WORKFORCE CO-ORDINATION COMMITTEE – IMPROVING WORKFORCE REPRESENTATION (RACE)**

### **1. Purpose**

This paper has been commissioned by both Workforce and Diversity Coordinating Committee to address how to improve the service's performance on developing a workforce that is more reflective of minority ethnic communities and assists the steps to a more reflective service. The paper has no recommendations to Chief's Council and is intended to provoke a debate to inform the next steps.

### **2. Context**

***“The police seek and preserve public favour, not be catering to public opinion, but by .... Ready offering of individual service and friendship to all members of society without regard to their race or social standing...”***

***“The police at all times should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police “***

*Principles of law Enforcement 1829.*

***By 2025 policing will be a profession with a more representative workforce that will align the right skills, powers and experience to meet challenging requirements.***

***“.....to create a culture that values difference and diversity” “..... attract and retain a workforce ..... (that) will better reflect its communities” and “Continuing work to build a culture which values difference.....”***

*Policing Vision 2025.*

This work was carried out to address the specific issue of minority ethnic staff in the context of workforce diversity. The recent backcloth to this work is:

- The 2015 speech by the then Home Secretary at the National Black Police Association Conference on the ambition of forces to more closely reflect the communities they serve with a specific emphasis on race.
- The 2016 the Home Affairs Select Committee (HASC) published its report on Police Diversity. The report was specifically focused upon Black and Ethnic Minority (BME) representation in police forces in England and Wales.
- In 2016 the Prime Minister announced a cross government Race Disparity Audit. There will be an extensive examination of all government data with an expansion of data on policing.
- There is an expansion in the Annual Data Return on data collected upon police forces concerning stop search, S163 vehicle stops and Use of Force.
- Since 2014 the issue of race and policing has been amplified by the seismic tensions within US policing.

### **3. The opportunity for the Police Service**

These factors form a recent background to a consistent and regular debate around the issue of race, relationships and legitimacy that have long existed in UK policing. The narrative of this debate is usually accentuated and action instigated by seismic moments, usually driven from outside the service such as the 1981 riots, the murder of Stephen Lawrence and the McPherson enquiry.

The issues of the representation of minority ethnic communities in policing is inseparable from the way policing serves minority ethnic communities. There is evidence of disproportionate treatment of some communities. The experience of minority ethnic staff can play a substantial part in the narrative within the community of policing.

Despite this context there is at the start of 2017 no external event or factor that is driving action from outside the service. As part of the 2025 vision there is an opportunity to set an explicit priority to improve the services performance on race inside the service as a key feature of improving fairness outside policing.

### **4. The context of the Minority Ethnic Workforce**

Minority ethnic officer representation has increased year on year and has risen from 5.0% in March 2012 to 5.9% in March 2016. However as ethnic minority communities have grown the gap in representation is static. No force reflects its minority ethnic community.

559 of 5,030 joiners during 2015/16 were recorded as minority ethnic 11.1% of the total. As of 31 March 2016, there were 7,218 minority officers representing 5.9% of all police officers (compared with 4.7% in 2010, 3.6% in 2006 and only 2.2% in 2000).

Minority ethnic police staff represent 7.1% of total staff (6.8% in 2010); the proportion of BME PCSOs was 9.5% (11.1% in 2010); the proportion of special constables is 11.6% (10.0% in 2010).

7.1% of white officers are ranked Inspector or above compared to 4.4% of minority ethnic officers. At the time of the HASC report 11 forces had no minority ethnic officers above the rank of Inspector. Minority ethnic officers' account for 3.6% of officers at the rank of Chief Inspector or above (compared to 3.2% in 2010).

The Direct Entry Scheme for Superintendents has recruited 1 minority ethnic candidate out of 14 in the last 2 intakes (2015-16). The external fast track scheme produced 10 out of 70 successful candidates at assessment centre who are from minority ethnic backgrounds. 2 of the 17 Direct Entry Inspectors are minority ethnic officers. 20% of 2016 Police Now Graduates (22) are minority ethnic; this is lower than the standard recruit ethnicity in most of the participating forces.

Since 2007 only 30 minority ethnic officers have attended SPNAC out of a total candidate field of 736. There are only 9 minority ethnic officers that have passed SPNAC since 2007 and only 2 have passed in the last five years.

During 2015/16 the minority ethnic officer total wastage rate was 4.6% compared to 6.3% for white officers. However minority ethnic officers service length is much lower.

During 2015/16, 7.4% of minority ethnic officer leavers left due to being dismissed, compared to 3.2% of white officer leavers. Minority ethnic officer leavers were more than two times more likely to leave as dismissals than white officer leavers during that period. The gap was more marked during 2014/15 when minority ethnic officer leavers were more than three times more likely to leave due to being dismissed than white officer leavers.

Over the last three years, minority ethnic officer leavers were also more likely to leave due to voluntary resignations than white officer leavers. During 2015 25% of white officer leavers resigned compared to 39.8% of minority ethnic leavers over the same period.

Within 10 to 15 years, 23.8% of existing minority ethnic officers will have reached normal retirement age and within 15 to 20 years over half of the minority ethnic officer workforce will have reached normal retirement age.

From this data it is suggested that the context for the police service is:

- Positive work on recruiting minority ethnic officers is underway and needs to be maximised. A generational opportunity is in place to reshape the workforce but it is currently not matching the changing face of communities.
- Too many minority ethnic officers leave the service prematurely. This may reflect issues of fairness.
- There is limited data on Police Staff.
- Progress into leadership roles is poor with insufficient progress across new entry routes and a deteriorating position for Chief Officer positions.
- Current progress is unlikely to see transformational change.

## **5. Where is the police service now?**

The College of Policing (CoP) began BME Progression 2018 in which all forces are participating. As part of this, each force has their own action plan to address the recruitment, retention and progression of officers from BME and other under-represented groups in policing. The College has disseminated good practice published by the College, and encouraging more diverse recruitment as part of any forthcoming recruitment decisions.

The College has taken a number of measures to bolster activity in forces. It has: published advice on the pro-active use of lawful positive action; published case studies from nine forces showing what can be achieved using positive action; delivered fast track positive action workshops to over 500 officers from under-represented groups; consulted forces on a review of initial police recruitment with recommendations designed to ensure that forces can attract a diverse workforce with the right skills to meet modern policing challenges in the future; created innovative new pilot programmes including releasing potential programme (RPP) for Inspectors and Professional Development Action Learning Sets (PeDALs) for Constable, Sergeants and police staff equivalent; disseminated research findings on Unconscious Bias through a conference; delivered a Stonewall programme for LGBT officers and staff; assessed diversity action plans from all forces outside the MPS; and begun to pilot a reverse mentoring programme with chief officers in six.

The future of this work is not confirmed and roles within the College supporting the BME 2018 work have ended.

The work of the College and NPCC on the new qualifications framework for policing are felt likely to attract more BME candidates.

The NPCC has appointed a portfolio holder for Workforce Representation, the Chief Constable of Greater Manchester. This was a gap identified by the Home Affairs Report. There is a Positive Action Practitioners Group that has now grown to thirty three forces which now operates under the leadership of ACC Malik, Cambridgeshire.

Forces are recruiting and are placing significant effort into attracting minority ethnic officers. There is a level of standardisation in recruitment in place by the College of Policing and good practice is being shared. The position is less clear or consistent on how forces are addressing a diverse, inclusive and fair culture, putting in place assessments to reduce bias, adopting positive action programmes and effective progression. Outcomes nationally do not indicate strong progress.

There are number of national and local staff networks that provide support to minority ethnic staff and have a positive role to play in this work. The national and local relationships with these associations is variable and at a national level these groups feel there is insufficient support by Chief Officers for their work.

## **6. Moving Forward**

Despite a willingness and good work by forces progress is unlikely to deliver a change that reflects the challenge. There is action, but not a concerted strategy, to match the challenge.

There is a need to connect action inside the service to create fair and inclusive organisations with effective service delivery to minority ethnic communities. This paper is not intended to address service experience but data similarly shows lower levels of confidence, service experience and disproportionality in policing powers. The national response on these areas is committed and focused on the policing activities but, arguably, not consistently on the issue of race.

Becoming an inclusive service is much more than race. All strands of diversity and difference are to be valued and much work remains across all strands and the culture of a service that values difference. However regarding race as simply one part of a larger picture that does not require separate focus and priority omits a political and community context and does not recognise the serious shortfall in progress. Effective action on race will offer benefits to other aspects of diversity and difference.

This paper does not make recommendations. Instead it invites reflection on whether the current situation requires a new approach. Whether the issue of race requires a different and more concerted approach across workforce and service delivery?

Considerations for discussion could include:

### **(a) Triggering our own cathartic moment by an acknowledgement of our poor progress on race.**

On reflection responses to the Home Secretary's 2015 speech and the 2016 HASC report could be seen as defensive. An open, self-initiated acknowledgement of past failure on race creates pressure for change but reframes our efforts and narrative.

### **(b) Brigading our efforts on improving delivery on minority ethnic communities into a single strategy, outcomes and supporting governance.**

We coordinate activity on policing services in Coordinating Committees for good reason but this can deliver an inconsistent response on race. Do we need to agree the critical areas that affect minority ethnic staff and communities in a more collective way? The matters of attraction, recruitment, retention, progression, misconduct, hate crime and the use of police powers of arrest, force, search and stop / examination are likely to be critical.

### **(c) The service develops better information, analysis and application of evidence based practice to improve representation, reduce disproportionality and improve fairness.**



The data collated now and within the Race Disparity Audit is simply benchmarked against residential population to assess representation and disproportionately. This has significant limitations. There is space for adoption of more evidence based practice and research. There is a strong evidence base on the adoption of procedural justice principles to secure fairness.

If the shared view of Chief Constable's is greater progress needs to be made in this area under the Vision 2025 then this should form part of the transformation programme and supporting funding should be sought to develop this strategy.

#### **(d) Workforce.**

The data explored within this to specifically help in the area of workforce diversity there are areas where action could be taken to improve our performance on recruiting minority ethnic staff now:

- The progress underway in attraction and recruitment should be distilled into professional practice. There is very positive work across policing underway that needs to be codified, shared, adopted and monitored.
- The new entry points for policing being developed by NPCC and the CoP are specifically developed with positive action strategies.
- A specific minority ethnic attraction and positive action strategy should be put in place for 2017 Direct Entry and Police Now schemes by the CoP, the NPCC and sponsoring forces. The schemes selection processes need to be monitored for adverse impact on selection exercises to assess attrition.
- An urgent talent identification and management strategy needs to be put in place to identify SPNAC candidates from minority ethnic communities for the next five years.
- Professional practice for promotion selection that matches the standards of fairness being developed within recruitment needs to be developed.
- A replacement positive action programme for BME 2018 needs to be developed between the CoP, NPCC and forces.
- The work on police officers needs to be mirrored with police staff.
- To address retention the service needs to develop practice to improve organisational justice and reduce conscious and unconscious bias in the management of force's workforces. There is no NPCC lead for organisational and procedural justice and professional practice should be developed in this area.
- There needs to be further action to address the disproportionate level of misconduct sanctions applied to minority ethnic officers.

In addressing these areas a series of issues need to be considered:

- The role of the CoP will remain in this area to support the development of qualifications and standards but there will be a need for NPCC forces individually or collectively as employers to play a more active role in developing the strategy and activity to address this issue. Even if



Transformation Funding can assist with developing a programme for change core resources will need to be invested.

- The engagement of staff networks and staff associations on this issue at a national level is inconsistent. There is a need to develop effective governance that allows all policing stakeholders to play an active part in the strategic direction of this work. The current coordinating committee structure does not do this and the governance of any work in this area needs include them.

## **7. Conclusion**

- 7.1 The paper is submitted to invite an open and without prejudice debate on this issue that in our examination does not afford a simple solution but rather an acceptance of the problem and a desire to grasp the opportunity.

**Dave Thompson QPM**

**West Midlands Police**

## **Item 19**

# **PRESENTATION TO JOE HOLNESS: NATIONAL POLICE MEMORIAL**

**Presentation from CC Sara  
Thornton**



## **Item 20**

### **Brexit update from Lynne Owens**



# Chief Constables Council

## Investigatory Powers Act Implementation

### Agenda item: 21

Security classification:	Official - Sensitive
Disclosable under FOIA 2000:	
Author:	DCI Dave Kirby
Force/organisation:	Derbyshire Constabulary
Date created:	22 <sup>nd</sup> December 2016
Coordination Committee:	National Crime Operations Coordination Committee
Portfolio:	Organised Crime Portfolio
Attachments @ paragraph:	

#### 1. Purpose:

- 1.1 The purpose of this paper is to update the National Police Chiefs' Council on the status of the Investigatory Powers Act, its likely impact on UK policing and the progress made to date in planning for implementation. Chief Constables are invited to note the possible implications of the Act for their organisations and undertake to commit to the implementation process over the coming year.

#### 2. Background:

- 2.1 The Investigatory Powers Act achieved royal assent on 29<sup>th</sup> November 2016. The Act was born principally from the growing post Snowden concerns about the state retaining and accessing bulk personal data and the reviews which took place as a result, including David Anderson QC's review of investigatory powers in 2015. Entitled 'A Question of Trust', the review focussed on the threats to the United Kingdom, the investigative capabilities required to combat those threats, the safeguards required to protect privacy, the challenges of changing technologies, and issues relating to transparency and oversight. All of these have been incorporated into the Act.
- 2.2 In broad terms the Act is intended to limit the access of public authorities to communications and internet data through updated and streamlined regulation and oversight, but also ensuring that Law Enforcement and other agencies are not effectively shut out from the areas where access is needed to safeguard the general public and the interests of the United Kingdom.
- 2.3 The Act replaces many elements of the Regulation of Investigatory Powers Act (RIPA) 2000, which has been amended many times since its inception and does not adequately cover the broad range of communication methods made available by today's technology – methods not around at the time of the RIPA legislation. The Act also brings together a range of other legislation into one place, allowing for clearer limits and safeguards on three strands of Communication Data, Lawful Interception and Equipment Interference.

- 2.4 Regulation and oversight will be provided by a new Investigatory Powers Commission (IPC) and there will be additional safeguards in the authorisation processes, for example the requirement that Equipment Interference warrants are authorised by senior judges within the IPC in addition to Chief Constables (referred to as the 'double lock'). The IPC will bring together the Office of Surveillance Commissioners, the Interception of Communications Commissioners office and the intelligence services commissioner into one body, which will have oversight of all of these areas (and some not covered by the act) with significantly increased resources, including technical and legal resources. As well as dealing with applications however, a key role for the IPC will be to report to Parliament about how the powers under the Act are being used. This will of course require an element of audit and inspection in much the same way as the OSC and IOCO currently inspect and report on surveillance, communications data and other associated matters.
- 2.5 Developments in telecoms infrastructure, mobile technology and software have radically altered the way in which we communicate with many opting to use internet based communication facilities such as Skype, Facebook and WhatsApp as opposed to traditional telephony and SMS messaging. The Act provides for this shift, for example by allowing for the retention of internet connection records.
- 2.6 The Act is anticipated to come into force in late 2017 with full implementation by April 2018; it will affect a wide range of activities and will require new processes within Law Enforcement.

### **3. Current Picture and Challenge:**

- 3.1 The complexity of implementation will vary across the three strands of Communications Data, Lawful Intercept and the newly defined area of Equipment Interference, which will be a warranted power.
- 3.2 In relation to Communications Data, there are established structures already in place for obtaining authorities and communicating with service providers to obtain telephony data, generally through force or organisational SPOCs and Authorising Officers. All staff involved in this area will need a degree of mandatory training in the new legislation, not least because the Act creates a specific and wholly new criminal offence of unlawfully obtaining communications data, creating a risk of personal jeopardy. For the majority of staff this training could be delivered efficiently and effectively through e-learning packages, with more in-depth products needed for around 4,000 staff, including SPOCs, SROs, Chief Constables and SIOs.
- 3.3 The recent DRIPA Judicial Ruling will have an effect here; an additional paper at **appendix A** provides further detail. The full effect of DRIPA JR will not be known until the UK courts have interpreted the ruling.
- 3.4 In the case of Lawful Intercept there are long established effective structures in place and the applications are limited in number and the Act will not impact significantly on the application process.
- 3.5 Equipment Interference is the area that perhaps faces the greatest challenges, but where there may also be the greatest opportunities. At present there is no established structure and a new application process will be required for Equipment Interference warrants. There are many tactics currently in use and more are being developed at all levels of intrusiveness and sensitivity and the IPA provides a clear regulatory framework for forces to adopt. The Act requires that all warrant applications, amendments, continuations and cancellations must be authorised by Chief Constables and the IPC, and this will require a large amount of application data to be transferred via secure means. At present the demand is hard to understand given the range of activity across policing. To illustrate, current

activity ranges from passive wireless data collection up to physical interference with devices, and indeed beyond to more sensitive techniques.

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3.7 The opportunities for the Equipment Interference strand lie in standardising the application processes across all agencies, standardising the terminology and language used and developing the collective investigative mind-set to make use of rapidly developing tactics.

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#### 4. Current Strategic Considerations:

- 4.1 The effective and continuing communication to Chief Officers, PCCs and force SPOCs will be key in delivering smooth implementation of the Act, and the assistance of Chief Constables will be invaluable in delivering the message that this is a change in law and will require local governance and implementation at a cost (primarily for training and new technology). The implications for getting this wrong are obvious, and in addition to the new offence of unlawfully obtaining communications data, the Act creates another newly defined offence of unlawful interception, although this is similar to that provided for in the current legislation.
- 4.2 Exploring these offences briefly, both concern the obtaining of data of one sort or another without the appropriate lawful authority. Individual officers and staff will be liable under the legislation in both cases, and committing either offence will carry the risk of imprisonment. Added to that, the offence of unlawfully obtaining communications data (which can be telecoms or postal data) can be committed either 'knowingly or recklessly', meaning that if an individual is careless as to whether an authority is in place, or is careless as to the coverage of that authority, they could face jail. This is a sharp contrast to the status quo, where in relations to telecoms data the damage to an investigation or to the reputation of a force are the principal consequences of getting it wrong.

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4.3 A full Training Needs Analysis is being completed by the project team and the role of the college in designing and/or delivering this training is currently being discussed, as are options for funding.

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## 5. Conclusion:

5.1 The IP Act presents some complexity for Law Enforcement in its implementation, but it also presents significant opportunities to improve transparency and accountability in an area that attracts suspicion and scepticism from so many. The Act also creates opportunities to explore new digital capabilities in a structured and consistent way, developing tools to attack the most harmful criminality affecting our communities.

## 6. Recommendations:

6.1 That Chief Constables note the contents of the paper

6.2 That Chief Constables endorse the continuation of the Gold, Silver Bronze implementation structure

6.3 That Chief Constables appoint force SPOCs at Chief Officer and/or AO/SRO level to assist with the implementation in each force following the delivery of a full implementation plan

# Chief Constables' Council

## Data Retention and Investigatory Powers Act 2014 - Judicial Review

### Agenda item: Annex to IP Act Paper (Appendix A)

Security classification:	Official - Sensitive
Disclosable under FOIA 2000:	
Author:	ACC Richard Berry
Force/organisation:	Gloucestershire Constabulary
Date created:	3 <sup>RD</sup> January 2017
Coordination Committee:	National Crime Operations Coordination Committee
Portfolio:	Organised Crime Portfolio

#### 1. Purpose:

- 1.1 The purpose of this paper is to update the National Police Chiefs' Council on the status of the Data Retention and Investigatory Powers Act 2014, Judicial Review ruling. (DRIPA JR). The paper outlines the likely impact on UK policing and the progress made to date in planning for cross authorisation/independent authorisation of communications data (CD) applications\*. Chief Constables are invited to note the possible implications of the ruling for their organisations and undertake to commit to the cross authorisation process and support any necessary future actions required. (*\*This is subject to a final ruling by the UK Court of Appeal which sits in January 2017*).

#### 2. Background:

- 2.1 In April 2014 the European Courts of Justice (ECJ) ruled that the EU Data Retention Directive was unlawful. Following this, Parliament legislated for a domestic communications data retention regime - this was through the Data Retention and Investigatory Powers Act 2014 (DRIPA) to provide a clear lawful basis for data retention in the UK. A legal challenge was brought by RH David Davis MP, RH Tom Watson MP and others against DRIPA in 2014, maintaining that it was incompatible with EU law.
- 2.2 In July 2015 last year, the High Court ruled that section 1 of DRIPA was inconsistent with European Union law in so far as:
  - The use of and access to retained data is not restricted to the purpose of preventing and detecting precisely defined serious offences or of conducting criminal prosecutions relating to such offences; (Restricted to Serious crime) and
  - Access to retained data is not made dependent on a prior review by a court or an independent administrative body (Independence of Authorising Officer).

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The court stayed the effect pending an appeal, which has been submitted by HM Government for clarity on its interpretation. This appeal was heard at the ECJ on the 12th April 2016.

- 2.3 Due to the possible outcome of this ruling, National Policing Data Communications Group and a project team within the CCD programme (Home Office - HO) have undertaken extensive contingency planning with every UK law enforcement organisation in order to ensure that independent authorisation of any CD applications could be undertaken by another organisation and if necessary, under a collaboration agreement.
- 2.4 Although Treasury Counsel accepted that this was a compromise on the possible ruling, they advised that this interim solution on authorisation could be defensible at any future Court of Appeal hearings. In relation to the restriction of CD only being used for Serious Crime, planning has taken place to deal with the likely outcomes and possibly emergency legislation.
- 2.5 Due to the uncertainty around the legality of cross authorisation, NPCC Data Communications Group obtained further legal advice, on behalf of Chief Constables, from Jeremy Johnson QC. This was on the basis that their 'offices' could feasibly be party to any subsequent legal proceedings. Mr Johnson provided an opinion that was very much in line with the advice provided by Treasury Counsel. In essence, this means that:

*"a 'cross-authorisation' model – where Designated Persons from one organisation exercise that function upon applications for disclosure of communications data originating from another organisation – whilst not wholly without legal risk (as previously indicated) will at least enable law enforcement to act within the spirit of any adverse judgement, whilst protecting the public and maintaining operational effectiveness. There is a very strong feeling that this is the only viable model until appropriate alternative arrangements can be made"*

- 2.6 In July 2016 an opinion from the Advocate General to the ECJ was received. This advice suggested the UK might need to more tightly define the types of crime for which communications data can be used and put in place some form of independent authorisation for access to data. Due to this further contingency planning took place in relation to IT options for cross authorisations. Further scoping work was initiated to scope for an Independent Authorisation Body. Law enforcement is in a position to implement contingency plans in a timely manner should the need arise.

### **3. Current Picture and Challenge:**

- 3.1 On 21<sup>st</sup> December 2016 the ECJ Judgement was handed down. The ruling went beyond the opinion of the Advocate General and beyond that which was sought for clarification the UK Court of Appeal.
- 3.2 In relation to Data Retention the ruling stated:
- A communications data retention regime must be justified as strictly necessary. Only the objective of fighting serious crime is capable of justifying such a measure but that in and of itself is not enough.
  - A data retention regime must ensure a link between data retained and a threat to public security. In particular, a restriction to retaining data relating to a particular time period and/or geographic area and/or group of persons likely to be involved in serious crime or who would for other reasons contribute to combating serious crime.
  - The legislation in issue (technically directed to Sweden but directed at legislation requiring wholesale retention) exceeds what is strictly necessary and cannot be justified.

- MSs can adopt legislation requiring data retention as a preventative measure for the purposes of serious crime. That must establish an objective link between purpose and those who will be affected (e.g. by a geographical area).

In relation to Data Access the ruling stated:

- Access to retained data must be only what is strictly necessary. In the area of crime that means fighting serious crime.
- It is for national law to determine what is strictly necessary. As a general rule access for fighting crime can only be granted to the data of those suspected of planning, committing or having committed a serious crime. In serious cases access might be granted to a wider circle of individuals where that might contribute to combating serious crime.
- Except in urgent cases there must be prior review by a court or independent administrative body.
- Individuals whose data has been accessed must be notified after such a disclosure will not jeopardise investigations.
- High data security is required, including data being retained in the EU. That protection must be reviewed by an independent authority (it appears post hoc and not in relation to individual cases).

3.3 If the points above were accepted by the UK Court of Appeal there would be significant impacts upon data retention regimes within Communications Service Providers and deleterious consequences upon law enforcement access to such data.

3.4 The Data Communications Group are currently working with the HO in providing Treasury Counsel with material, views and statistics about access and use of communications data in support of the final hearings before the UK Court of Appeal.

3.5 The Court does not return from Christmas break until the 11<sup>th</sup> January 2017 and it is unknown when the date of the hearing will take place. Further opinion and advice from Treasury Counsel may be provided once HMG preparations have been properly drafted.

#### **4. Current Strategic Considerations:**

4.1 Together with the CCD programme NPCC DCG has ensured that all UK Law Enforcement organisations have been contacted and have confirmed that they are in a position to comply with any cross authorisation process. All Senior Responsible Officers (SRO) for CD have received detailed briefings and correspondence in this dynamic scenario. Various updates have been posted on Chief's Net.

4.2 The communication will continue to Chief Officers, SROs and force SPOCs, once further information has been obtained and considered. The assistance of Chief Constables will be invaluable in delivering any necessary changes.

4.3 There are no significant new training needs at this stage, cross authorisation is predominantly around well-practised processes. Designated Persons (Authorising Officers) will be undertaking the same role, but for another force.

- 4.4 The outcome of the hearing may necessitate some minor bespoke training, advice and guidance for practitioners (Designated Persons and SPoC's) around what data can be accessed and the offences for which data can be obtained. This will be managed by the DCG and the CD Professional Oversight Board.

## **5. Conclusion:**

- 5.1 The ECJ Judgement, if accepted by the UK Court of Appeal, will limit the data retained, how it is authorised and the justification for access. However, it is very difficult to determine the outcome of this complex cross jurisdictional ruling, even at this late stage. This includes the likely impacts upon interdependent aspects of the Investigatory Powers Act.
- 5.2 The definition of serious crime remains a matter for clarification. However, contingency plans have generated to deal with adverse circumstances. The legal arguments surrounding CD retention and acquisition to deal with other policing needs such as locating suicidal missing persons will be presented to Treasury Counsel. Early views will be sought in this respect.

## **6. Recommendations:**

- 6.1 That Chief Constables note the contents of the paper.
- 6.2 That Chief Constables ensure that their organisations are in a position to implement contingency plans around cross authorisation of CD applications.
- 6.3 That Chief Constables ensure there is a named Chief Officer in each force to assist their SRO with any significant issues that may arise in any implementation process.

### **ACC Richard Berry**

Gloucestershire Constabulary

Organised Crime Portfolio

# Chief Constables' Council

## Undercover Policing Public Inquiry (UCPI) - NPCC Coordination Team Update Briefing Paper.

**25 – 26th January 2017**

### **Agenda item: 22**

Security classification: **Restricted**

Disclosable under FOIA 2000: **No**

Author: **CC Mick Creedon**

Force/organisation: **Derbyshire Constabulary & NPCC lead for SOC**

Date created: **3<sup>rd</sup> January 2017**

Coordination Committee: **Crime Operations**

Portfolio: **Organised Crime**

Attachments @ paragraph:

#### **1. Introduction**

2. This report is intended to update Chief Constable's Council following the previous papers and agreements made which are summarised below, regarding the ongoing work in relation to the National Public Order Intelligence Unit (NPOIU) and the collective agreement from all forces for financial support for Operation Herne (Operation Elter), to complete initial scoping investigations on behalf of all forces in England and Wales into that Unit within the terms of reference that have been attached to the paper for approval.
3. An NPCC Undercover Public Inquiry Gold coordination group chaired by CC Sara Thornton now meets on a regular basis.
4. Prior to detailing the emerging and changing requirements being placed on the NPCC UCPI Coordination Team, it is worth remembering the recent history relating to agreements by Council regarding UCPI issues. NPCC and Chief Constables have been regularly briefed on the UCPI, the SDS and the NPOIU verbally and in a number of written submissions and the most significant agreements can be detailed as follows:

- i. 7 September 2015 - Chief Officers agreement at Council for a nationally co-ordinated response to the UCPI and to apply for joint NPCC and College of Policing Core Participation status to the Inquiry.
- ii. 27-28 October 2015 - Formal agreement by Chief Officers and the College of Policing at Council to the development of an NPCC central coordination team, to be led by a chief officer (or equivalent) with a commitment to formula based collective funding.
- iii. 10 November 2015 - Letter from Sir Jon Murphy to all Chief Constables to inform that forces would be invoiced through the current funding formula with Derbyshire as the lead force and supplying the HR, Admin and Finance support.
- iv. 10 December 2015 - Letter from CC Mick Creedon to Chief Officers to inform of the appointment of the Coordination Team Lead (Andy Ward), and explaining the required funding from forces for the (majority of) the NPCC Coordination team costs was £250,000, to cover until April 2017. Forces were also informed of the costs to forces for joint legal representation (provided by East Midlands Legal Services and Leading Counsel) was 150,000, again to cover until April 2017. (The total costs for NPCC Coordination Team and Legal representation until April 2017 therefore budgeted at £400,000.)
- v. 21 January 2016 - Formal agreement at Chief Constables Council on the shared legal costs (the £150,000 referred to above) and the requirement to begin the national review of the centrally held material relating to the NPOIU.
- vi. 13 July 2016 - Further agreement at Council regarding the disclosure and redaction process relating to the centrally held NPOIU material, the use of the 'Relativity' system as part of that process and to jointly fund £1.6 million to allow Operation Herne to complete the initial stages of their investigative work in relation to the NPOIU within the terms of reference agreed by the MPS with CC Creedon. The £1.6 million is to be shared on a formula basis and managed through MPS finance, and it was also agreed that further resource growth would be required and an additional paper would be brought back to council as per 1.2 above.
- vii. 13th October 2016 - Agreement at Council for further funding for an expanded NPCC UCPI Coordination Team until March 2019 with the potential for further growth dependant on the growing demands of the UCPI. The split to be based on the formula share basis and the HR, Finance and Admin support to be provided by Derbyshire Constabulary. Council agreed the process to manage the redaction and disclosure of NPOIU material to the UCPI using the 'Relativity' IT system and endorsed a request for the MPS to procure the system and provide accommodation for the team.

5. This paper seeks to update Chief Constables with the current developments relating to UCPI and the increasing requirements that they are currently placing on the Police Service and will be followed by a more detailed paper that will be presented at the next council meeting.

## 6. BACKGROUND

7. The NPOIU, alongside the SDS, continues to be the main focus of the UCPI and there are numerous 'Core Participants' to the Inquiry with a declared interest in that unit including the media, pressure and protest groups, trades unions and a number of undercover officers. Council has already been briefed about the workings of the NPOIU during its existence (1999 – 2011) and the fact that the unit to a greater or lesser extent was active in every force in England and Wales, including the Ministry of Defence Police and the Civil Nuclear Constabulary. The unit worked nationally and internationally, was regularly deployed outside of England and Wales and had a similar methodology to the MPS Special Demonstration Squad of long term infiltration and intelligence only deployments.
8. To date, the initial scoping of the centrally held NPOIU material has established that it carried out 146 undercover operations during the period of its existence. The long term dynamic nature of many of the covert deployments meant that a single operation might cover several police forces, a range of protest groups, more than one undercover officer and would lead to numerous local but linked operations, often resulting to arrests and convictions. At times the 'recipient' force might not know of the covert deployment or the existence of the NPOIU.
9. Whilst it can be expected that the activity of the NPOIU, and thereby the focus of the UCPI, may impact on every force, it is inevitable that some forces will be more involved in this aspect of the Public Inquiry than others. This could be due to their level of involvement with the NPOIU through the number of deployments within their jurisdiction, involvement in training, or their officers and staff having been seconded to that unit at some stage. The long term operational security considerations for all those involved in covert policing presents a challenge for forces, and this is particularly so for the SDS and the NPOIU where there are concerted attempts to publicly identify them.  
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\*\*\*\*\*S31 The risks to the officers, their colleagues and to covert operations are significant.
10. Through legacy, the NPOIU (which was originally hosted by the MPS) adopted some tactics and methodologies from the SDS and this included briefly the use of deceased children's identities and a strategy based on long term intelligence deployments against identified high risk groups in areas such as animal rights, domestic extremism, political protest and climate change. It is also the case that there are allegations against members of the NPOIU of improper sexual relationships, potential miscarriages of justice through the practice of 'agent provocateur' and the non-revelation and non-disclosure of a UCO's deployment, and as a result, a number of misconduct investigations can be predicted.



## UPDATE

### 11. Operation Elter

12. To provide greater clarity and understanding, particularly for the UCPI, and to recognise differing funding arrangements and new accountabilities to forces outside the MPS, it was decided that the Op Herne national element of the investigation that relates to the NPOIU would be renamed Operation Elter.
13. CC Mick Creedon will continue to lead the Operation Elter investigation and he will report his findings to Chief Constables Council and the NPCC Gold Group. An updated Terms of Reference for Operation Elter is attached at Appendix A for consideration and approval by Council. These terms of reference have already been considered by the Gold group.
14. Funding for Operation Elter, £1.6M, was approved by Council on 13<sup>th</sup> July 2016 to complete the initial scoping work into the NPOIU, which was expected to be completed by the end of April 2017. Due to difficulties in recruiting staff, complexities in the material being examined and the ever increasing demands of the UCPI, this deadline will not be met. The Gold Group is regularly briefed on the progress of the work.
15. Of note, to date 226 technical exhibits relating to the NPOIU have been recovered centrally. These technical exhibits represent approximately 25TB of data which could equate to in the region of 16 million files with some files being 100s if not 1000s of pages in size. To date 4.57TB (4.02 million files) have been downloaded and 1.3TB examined. Merseyside Police and the NW ROCU HTCUs are currently supporting this process.
16. No further funding is required at this time but a more detailed update paper will be submitted for the next Council meeting.

### 17. Criminality and Misconduct

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**21. Anonymity Applications**

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**24. Welfare and Legal Support for NPOIU office**

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29. Risk Assessment.

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34. Restriction Application Process

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36. The 'Relativity' IT System

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38. Whilst the current £866k cost from the system has been secured from the CT budget within this financial year it should be recognised that there will be on-going annual £200k licencing and servicing costs after the first 12 months of the contract which will be required for the duration of the Inquiry. These costs are currently not budgeted for.

39. It has also been established that this contract will not be suitable for the future disclosure by forces of their own 'crime' covert UCO material that maybe requested by the UCPI. At this stage, although the UCPI are currently visiting a number of forces to examine operations/material that they have identified as containing a 'theme of failure' in their second rule 9 statement, there is no indication how much material the UCPI will request for formal disclosure or by what method.  
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#### 40. Timescales

41. In November 2016 the UCPI Chairman released in the media that the Inquiry would 'be unlikely to deliver its final report in 2018' as per its terms of reference. He stated that he intended to provide a revised time estimate to the Home Office by the spring of 2017.

42. Later in November, a UCPI barrister appeared before the Court of Appeal and was requested to provide an idea of the Inquiries timescales. The response suggested that SDS/NPOIU UCOS would be heard in 2018 followed by SDS management and others in 2019. No mention was made outside those two units and there is a fear that despite the wider terms of reference for the inquiry, the focus (driven by the media, the political climate and the many CPs) will remain on the NPOIU and SDS and the incredibly positive evidence in relation to the broader use of the tactic will be lost.

#### 43. Legal Support for ACPO/NPCC Business Area and Working Group Leads.

44. The UCPI have requested via a rule 9 request to the NPCC the names of former and current Chief Officers who have led relevant ACPO/NPCC business areas and working groups that could be 'connected' to undercover policing from 1968 and have indicated that they intend to call many to give evidence to the Inquiry.

45. These ACPO/NPCC business areas and working groups will not be restricted to serious and organised crime, crime in general and the NUWG, and in illustrating the types of business areas or groups that they believe could be linked to undercover policing the UCPI have identified the areas of intelligence and public order which gives an indication as to the number of groups that they may consider and individuals who may be affected.

46. Given the interest of the UCPI, it is likely that they may wish to approach a number of former and current Chief Officers. Each case will be fact specific, but there will be occasions where it may be reasonable for the Chief Officers to expect legal support.

47. Chief Constables are asked to consider the implications in providing legal support to the many current and former chief officers who may be identified. Clause 21.2 of the March 2015 NPCC

Section 22 agreement provides that that if a Liability arises in relation to the NPCC, such Liability shall be shared between the Funding Parties in proportion to that Funding Party's FSS Share. Clause 20.1 retrospectively makes similar provision for the previous activities carried out by ACPO (unless a different apportionment is agreed by the Parties). "Liability" is defined as "all damages, losses, liabilities, claims, actions, judgements and expenses (including reasonable legal costs and expenses), proceedings, demands and charges arising under statute, contract or common law (whether in relation to criminal law, civil law, employment claims, premises liabilities or otherwise)". It is felt that this definition is sufficiently broad to capture occasions when legal costs may be reasonable incurred in assisting what is a statutory public inquiry.

48. Whilst this section is concerned with legal support for serving and former chief officers working on ACPO/NPCC business, the argument could also be applied retrospectively for liabilities for former NPOIU officers when the unit fell under ACPO where a different apportionment has not been agreed.

#### **49. CONCLUSION**

50. Whilst this paper seeks to update Chief Constables with the current developments in relation to UCPI and the increasing requirements currently placed on the Police Service the work is very much on-going and subject to further debate with the UCPI and legal scrutiny. This paper will be followed by a more detailed paper that will be presented at the next council meeting.
51. The NPCC National Coordination team continues to work closely with the Undercover Public Inquiry, with forces across England and Wales, with the MPS Public Inquiry Team and with Operation Herne. Oversight and governance of the team is provided by the NPCC/\*\*\*S23/MPS/CoP Gold group chaired by CC Sara Thornton with regular reporting to Chief's Council. Day to day management is provided by the NPCC portfolio holder for Serious and Organised Crime, which includes Undercover Policing (currently CC Mick Creedon, who is also the IO for Operations Herne and Elter), supported by the Chair of the National Undercover Working group (Currently CC Alan Pughsley) .

#### **52. DECISIONS REQUIRED**

Members of Chief Constables Council are therefore requested to:

- a) Note the current developments as described in this update paper.
- b) Agree the Terms of Reference for Operation Elter. (Appendix A)
- c) Note the on-going developments with regard to the 'Relativity' IT system
- d) To consider provision of legal support for ACPO/NPCC business leads.

**CC Mick Creedon**

**National Lead for Serious and Organised Crime, Crime Operations Coordination Committee**

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### **Updated Terms of Reference for Operation Elter**

The original Terms of Reference for what is now referred to as Operation Elter were initially agreed by Chief Constable Creedon and Assistant Commissioner Hewitt on 12<sup>th</sup> October 2015 as part of the overarching work of Operation Herne. The Terms of Reference now require amendment to reflect the fact that the NPCC Gold Group has assumed responsibility for the investigation into the NPOIU and represents the interests of all the Appropriate Authorities in England and Wales.

Operation Herne remains a Metropolitan police Service internal investigation and as the independent Investigating Officer, Chief Constable Creedon reports directly to the Commissioner. This position is not sustainable for the work of Operation Elter owing to the National remit of the NPOIU and the inability of the Commissioner to act as the Appropriate Authority for matters not under his direction or control. Originally Operation Elter undertook an investigation into a specific allegation relating to an officer from the NPOIU. During this enquiry it became apparent that other aspects of the NPOIU work required a greater understanding.

Mr Creedon has therefore agreed to undertake a review of the NPOIU using a proportion of the Operation Herne team to provide an objective, independent review of the unit. Mr Creedon will report all findings to the National Police Chiefs Council (NPCC) Gold Group and to the full NPCC Council meetings.

The first stage of the investigation into the NPOIU will involve an initial period of six months during which Op Elter will undertake a scoping exercise which will involve the on-going recovery, indexing and analysis of the centrally held NPOIU related material in both hard copy and data form to identify emerging issues and to better understand how the unit worked across England and Wales and elsewhere.

As part of this initial six months scoping exercise Operation Elter will examine the creation and strategic direction, oversight and tasking of the NPOIU and how the unit operated throughout its existence. It is understood that the unit was created in 1999 and operated until it was closed in 2011.

Subject to the initial findings and the direction of the NPCC (Gold group and Council) further work into the unit will consider:

- The initial establishment, the rationale and terms of reference for the NPOIU.
- The role of the Home Office in relation to the NPOIU

- The role of the Metropolitan Police Service in relation to the NPOIU
- The funding for the NPOIU
- How the NPOIU was deployed and tasked.
- The management, oversight and accountability mechanism for the NPOIU.
- The legal, regulatory and ethical frameworks within which the NPOIU operated.
- The organisations, groups and subjects the NPOIU were targeting and/or reporting on
- The reporting mechanism – both in terms of intelligence and evidential reporting
- High profile operations the NPOIU were involved in
- The selection, recruitment, training and support provided to NPOIU officers.
- The role of the NPOIU in relation to other state agencies.
- The operational practices of the unit in terms of working with local forces and in particular taking account of any potential for miscarriages of justice
- The work will not report on anything that would involve breaching the Official Secrets Act or compromising national security.

This review will be conducted to an objective review standard, not a pure evidential standard. This distinction is necessary to allow a full review and cooperation of all involved to inform the process of understanding the work of the NPOIU. Chief Constable Creedon has already written to all Chief Constables in England and Wales concerning the NPOIU. Given the national remit of the unit and the fact that the officers on the unit came from many forces, he has committed to bringing to their attention any issues in relation to operations or behaviours in their force area, or any matters that they might need to consider in terms of misconduct or gross misconduct in their role as the 'Appropriate Authority'.

Operation Elter will then compile a report to encompass all of the above aspects and provide a better understanding of the undercover work undertaken by the NPOIU. The report will be for the National Police Chiefs Council, recognising the parallel interests of the Undercover Policing Inquiry team and the Home Office.

The NPCC Coordination team, currently led by Mr Andy Ward, is responsible for the disclosure of any centrally held NPOIU material requested by the Undercover Policing Public Inquiry. Operation Elter, as the identified custodian of the majority of currently known material relating to the NPOIU, will support the NPCC in this role and any requests by the Inquiry for access to this material should be via the NPCC Coordination team who are independent of Operation Elter. This element of the Op Elter work will be dealt with via a detailed protocol between Operation Elter, the Inquiry and the relevant forces of England and Wales as agreed by Chief Constables Council.

Operation Elter has significant resource challenges given the need to manage the existing documentation and workload through the incident room whilst still conducting criminal and misconduct investigations, researching miscarriages of justice and detailing the history of the NPOIU and the full range of groups and organisations infiltrated. In order to ensure that the investigation is completed expeditiously and Appropriate Authorities are aware of emerging issues and organizational learning the NPCC have agreed initial funding with Mr Creedon for the staffing of Op Elter. Appropriate accommodation and support is being provided by the MPS.

Whilst Operation Elter works to the same methodology as Operation Herne and is located within the same MPS building, the investigation and storage of documentation is separate.

.....  
Mick Creedon, Chief Constable, Derbyshire Constabulary

.....  
7<sup>th</sup> November 2016





# **Item 23**

## **Court Reform**

**Presentation from Susan Acland-Hood, Chief Executive, HMCTS**



# **Chief Constables' Council**

## **Emergency Services Mobile Communications Programme (ESMCP)**

**26 January 2017 Agenda item: 24 Withheld in full S31 S43**

# Chief Constables' Council

## NPCC 2017/18 Budget and Funding

**26 January 2017/Agenda item: 25.1**

<b>Security classification:</b>	Not Protectively Marked
<b>Disclosable under FOIA 2000:</b>	Yes
<b>Authors:</b>	Nicole Higgins
<b>Force/organisation:</b>	NPCC
<b>Date created:</b>	4 January 2017
<b>Attachments at paragraph</b>	2.2 and 3.1.1

### **1. PURPOSE**

- 1.1 This paper proposes a budget for the National Police Chiefs' Council (NPCC) Central Office for 2017/18 and sets out the funding contribution requested from Funding Parties.
- 1.2 Chief Constables are asked to approve the 2017/18 budget and agree to the contribution of £1,326K to sustain the activity of the NPCC Central Office.

### **2. 2017/18 FUNDING REQUIREMENTS**

- 2.1 NPCC is requesting contributions from funding parties at the same level as 2016/17 (this reflects a reduced contribution from PSNI and MDP).
- 2.2 The attachment at appendix 1 details the proposed contribution of all forces.
- 2.3 Chief constables are asked to note that funds were not received from Police Scotland in 2015/16 and were written off in 2016/17. No funding was budgeted in 2016/17 whilst negotiation over a legal framework for collaboration was discussed. The position remains unchanged and no funding has been budgeted for 2017/18.
- 2.4 NPCC will carry forward funds to cover the contribution for Scotland to meet the budget requirements.

### **3. NPCC CENTRAL OFFICE BUDGET 2017/18**

#### **3.1 Expenditure.**

- 3.1.1 Expenditure to support the NPCC Central Office in 2017/18 is detailed in Appendix 2 with explanatory notes.
- 3.1.2 Expenditure will increase by £35K (2%) due mainly to higher staffing costs. Savings are expected in other areas.

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- 3.1.3 Staffing costs will rise by £49K (5%) due to a 14% increase in permanent staff pay. This is partially offset by a reduction in temporary staff and secondment costs.
- 3.1.4 Rent at 10 Victoria Street is still under negotiation with a likely increase of 50% in total accommodation costs. As with 2016/17 we will accrue for the upper estimate of the increase until agreement is reached. Accommodation for the Chair was budgeted at a higher rate than the actual cost. 2017/18 budget therefore reflects the £20K saving.
- 3.1.5 The high level of legal cost to support the Pitchford Inquiry will continue in 2017/18.

#### 2016/17 Forecast Outturn and 2017/18 Budget (based on p8 actuals)

Category	2016/17 Forecast Outturn	2016/17 Budget	2016/17 Forecast vs 2016/17 Budget	2017/18 Budget	2017/18 Budget vs 2016/17 Forecast Outturn
<b>EXPENDITURE</b>					
Staffing Total	947,481	953,344	-5,863	996,298	48,817
Travel and Subsistence	15,496	15,000	496	15,000	-496
Training	6,300	5,000	1,300	6,000	-300
Accommodation Total	322,521	343,000	-20,479	325,000	2,479
Legal Total	41,930	5,000	36,930	30,000	-11,930
Office Costs Total	36,348	55,000	-18,652	34,200	-2,148
Office Equipment	1,741	2,100	-359	2,000	259
IT Total	38,080	38,260	-180	38,000	-80
Phones Total	12,841	3,730	9,111	5,000	-7,841
MPS Service Charge	34,049	34,049	0	40,000	5,951
<b>Grand Total</b>	<b>1,456,787</b>	<b>1,454,483</b>	<b>2,304</b>	<b>1,491,498</b>	<b>34,711</b>
<b>INCOME</b>					
Funding receipts	-1,258,254	-1,355,462	97,208	-1,325,544	-67,290
Carried Forward	-174,581	-84,021	-90,560	-31,048	143,533
CPI Service Charge	-15,000	-15,000	0	-30,000	-15,000
APCC - s22A Legal cost	-10,000		-10,000		10,000
ACRO - Pitchford Legal costs	-30,000		-30,000	-25,000	5,000
ACPO - Reserves				-80,000	-80,000
<b>Total Income</b>	<b>-1,487,835</b>	<b>-1,454,483</b>	<b>-33,352</b>	<b>-1,491,592</b>	<b>-3,757</b>
<b>Forecast Underspend</b>	<b>-31,048</b>			<b>-94</b>	

### 3.2 Income.

- 3.2.1 Total income for 2017/18 is expected to be broadly the same level as 2016/17 at £1,492K (+£4K).
- 3.2.2 Income from Funding Parties will remain at the same level as 2016/17 although 2016/17 is reported as lower due to the 2015/16 write off of the contribution from Scotland.
- 3.2.3 £80K income is planned from ACPO reserves. This was expected in 2016/17 following completion of the voluntary insolvency process. This has been delayed due to ongoing litigation issues and funds are expected in 2017/18.
- 3.2.4 £91K additional income is expected: £31K underspend to be carried forward from 2016/17; £30K for the provision of office services to Police CPI and £30K from ACRO to cover the Pitchford Inquiry legal expenses.

- 3.2.5 Income is expected to equal expenditure, however if agreement can be reached on a funding mechanism for Scotland there will be £70K contingency.

#### **4. CONCLUSION**

- 4.1 Chief Constables' Council are asked to consider and approve:
- i. Funding contributions from Parties
  - ii. The NPCC central budget for 2017/18

**Sara Thornton**  
**Chief Constable**  
**NPCC Chair**

## Appendix 1 NPCC FUNDING PARTIES' CONTRIBUTIONS 2016/17

Policing Bodies Funding Parties	Percentage of Total (FSS Share)	2016/17 Actual Contribution	2017/18 Funding Contribution	Difference
Avon & Somerset	2.2%	26,101	26,101	0.0%
Bedfordshire	0.9%	10,293	10,293	0.0%
Cambridgeshire	1.0%	11,826	11,826	0.0%
Cheshire	1.5%	17,671	17,671	0.0%
City of London	0.3%	3,035	3,035	0.0%
Cleveland	1.2%	14,320	14,320	0.0%
Cumbria	0.8%	9,858	9,858	0.0%
Derbyshire	1.4%	16,409	16,409	0.0%
Devon & Cornwall	2.3%	27,334	27,334	0.0%
Dorset	0.8%	9,572	9,572	0.0%
Durham	1.1%	13,404	13,404	0.0%
Dyfed-Powys	0.7%	7,979	7,979	0.0%
Essex	2.2%	25,996	25,996	0.0%
Gloucestershire	0.7%	8,685	8,685	0.0%
Greater Manchester	5.7%	66,959	66,959	0.0%
Gwent	1.0%	12,112	12,112	0.0%
Hampshire	2.6%	30,384	30,384	0.0%
Hertfordshire	1.5%	17,686	17,686	0.0%
Humberside	1.6%	18,798	18,798	0.0%
Kent	2.4%	28,130	28,130	0.0%
Lancashire	2.5%	29,873	29,873	0.0%
Leicestershire	1.5%	17,236	17,236	0.0%
Lincolnshire	0.8%	9,362	9,362	0.0%
Merseyside	3.3%	39,160	39,160	0.0%
Metropolitan Police	24.6%	290,016	290,016	0.0%
Norfolk	1.1%	12,833	12,833	0.0%
North Wales	1.0%	11,751	11,751	0.0%
North Yorkshire	1.0%	11,240	11,240	0.0%
Northamptonshire	0.9%	11,045	11,045	0.0%
Northumbria	3.1%	36,635	36,635	0.0%
Nottinghamshire	1.7%	20,572	20,572	0.0%
South Wales	2.2%	26,552	26,552	0.0%
South Yorkshire	2.5%	29,918	29,918	0.0%
Staffordshire	1.5%	17,641	17,641	0.0%
Suffolk	0.9%	10,398	10,398	0.0%
Surrey	1.3%	14,922	14,922	0.0%
Sussex	2.1%	24,899	24,899	0.0%
Thames Valley	3.0%	34,847	34,847	0.0%
Warwickshire	0.7%	7,934	7,934	0.0%
West Mercia	1.5%	17,867	17,867	0.0%
West Midlands	6.0%	70,325	70,325	0.0%
West Yorkshire	4.2%	49,318	49,318	0.0%
Wiltshire	0.8%	9,557	9,557	0.0%
<b>Total</b>	<b>100.0%</b>	<b>1,180,454</b>	<b>1,180,454</b>	<b>0.0%</b>

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Other Police Organisation Funding Parties		2016/17 Contribution	2017/18 Contribution	Difference
BTP		29,918	29,918	0.0%
MOD		29,918	10,000	-66.6%
CNC		3,035	3,035	0.0%
Isle of Man		3,035	3,035	0.0%
Cyprus		3,035	3,035	0.0%
Guernsey		3,035	3,035	0.0%
Jersey		3,035	3,035	0.0%
Gibraltar		3,035	3,035	0.0%
Army		15,000	15,000	0.0%
RAF		15,000	5,000	-66.7%
PSNI		66,959	66,959	0.0%
Scotland		0	0	0.0%
<b>Other Police Bodies (inc. PSNI and Scotland)</b>		<b>175,008</b>	<b>145,090</b>	<b>-17.1%</b>

Total NPCC Funding Contributions		2016/17 Contribution	2016/17 Contribution	Difference
Polcing Bodies Funding Parties FSS Formula		1,180,454	1,180,454	0.0%
Other Police Organisations Funding Parties Formula		175,008	145,090	-17.1%
<b>Total Funding</b>		<b>1,355,462</b>	<b>1,325,544</b>	<b>-2.2%</b>

**Appendix 2: 2016/17 Forecast Outturn and 2017/18 Budget (based on p8 actuals)**

Category	2016/17 Forecast	2016/17 Budget	2016/17 Forecast vs 2016/17 Budget	2017/18 Budget	2017/18 Budget vs 2016/17 Forecast	Notes
<b>EXPENDITURE</b>						
Staffing Total	947,481	953,344	-5,863	996,298	48,817	1
Travel and Subsistence	15,496	15,000	496	15,000	-496	
Training	6,300	5,000	1,300	6,000	-300	
Accommodation Total	322,521	343,000	-20,479	325,000	2,479	2
Legal Total	41,930	5,000	36,930	30,000	-11,930	3
Office Costs Total	36,348	55,000	-18,652	34,200	-2,148	
Office Equipment	1,741	2,100	-359	2,000	259	
IT Total	38,080	38,260	-180	38,000	-80	
Phones Total	12,841	3,730	9,111	5,000	-7,841	4
MPS Service Charge	34,049	34,049	0	40,000	5,951	5
<b>Grand Total</b>	<b>1,456,787</b>	<b>1,454,483</b>	<b>2,304</b>	<b>1,491,498</b>	<b>34,711</b>	
<b>INCOME</b>						
Funding receipts	-1,258,254	-1,355,462	97,208	-1,325,544	-67,290	6
Carried Forward	-174,581	-84,021	-90,560	-31,048	143,533	
CPI Service Charge	-15,000	-15,000	0	-30,000	-15,000	
APCC - s22A Legal cost	-10,000		-10,000		10,000	7
ACRO - Pitchford Legal costs	-30,000		-30,000	-25,000	5,000	8
ACPO - Reserves				-80,000	-80,000	9
<b>Total Income</b>	<b>-1,487,835</b>	<b>-1,454,483</b>	<b>-33,352</b>	<b>-1,491,592</b>	<b>-3,757</b>	
<b>Forecast Underspend</b>	<b>-31,048</b>			<b>-94</b>		

**Notes:**

1. Staffing costs	Staffing cost will increase by 5% due to a 14% increase in permanent staff pay. This is partially offset by a reduction in temps and secondment costs.
2. Accommodation	Rent at 10VS is still under negotiated, as with 2016/17 we will accrue for the upper level of the increase until agreement is reached. Accommodation for the Chair was budgeted at a higher rate than the actual.
3. Legal Costs	It is anticipated that the level of legal support for Pitchford Inquiry will continue in 2017/18. 2016/17 legal costs include a revision of s22A and are not anticipated to be as high in 2017/18.
4. Phones	A one off upgrade for all staff to IPAD/iPhone use in 2016/17 will not be repeated in 17/18. 2016/17 includes a £4K charge to replace Home Office provided phones with MPS lines from BT. Call charges are expected to remain the same in 2017/18.
5. MPS Service Charge	An increase of £6K has been budgeted to cover higher than anticipated transaction levels.

6. Funding receipts	Income required from funding parties will remain at the same level as 2016/17. £97K funding shortfall in 2016/17 included £70K write off from 2015/16 for funds not received from Scotland and lower than budgeted receipts from PSNI and MDP. Police Scotland contribution has not been included in the 2017/18 budget.
7. ACRO	ACRO will be providing funds to cover legal costs for the Pitchford Enquiry since it relates to record searches for Rule 9 requests.
8. APCC	APCC will provide £10K from transition fund to cover legal costs for revision of NPCC s22A agreement.
9. ACPO Reserves	£80K residual reserved from ACPO was expected in 2016/17; however it will now be transferred in 2017/18 due to delays caused by outstanding litigation.



# Chief Constables' Council

## ACRO Funding for 2017/18

26 January 2017 /Agenda item: 25.2

Security classification:	Official Sensitive
Disclosable under FOIA 2000:	No
Author:	Ian Readhead
Force/organisation:	ACRO
Date created:	14 <sup>th</sup> December 2016
Coordination Committee:	N/A
Portfolio:	Chair of NPCC
Attachments @ paragraphs:	<u>Budget spreadsheet</u>

### 1. INTRODUCTION/PURPOSE

- 1.1 The purpose of this paper is to brief Chief Officers on the current activity of the ACRO Criminal Records Office and to seek appropriate funding to sustain its activities during 2017/18.

### 2. BACKGROUND

- 2.1 ACRO is hosted by the Hampshire Constabulary and the Chief Constable of Hampshire has been designated under Statute to deliver the United Kingdom Central Authority for the Exchange of Criminal Records (UKCA-ECR). This involves the exchange of criminal conviction data and biometrics across Europe and the provision of antecedent history for judicial proceedings.
- 2.2 Furthermore ACRO, on behalf of the International Criminality Unit at the Home Office, develop information sharing agreements with priority countries outside of Europe. This includes countries such as Jamaica, Vietnam, Cambodia, Bermuda, Trinidad and Tobago and Thailand. Activity in this area is supported by the National Crime Agency.
- 2.3 The importance of forces having an effective strategy to identify and tackle the threat of offending by foreign nationals where domestic police intelligence needs to be supplemented by data overseas cannot be underestimated. Failure to undertake such checks could severely undermine the reputation of the Police Service and call into question our ability to bring offenders to justice, sustain community safety and strengthen border controls.
- 2.4 During 2016 ACRO finalised the delivery of a Document Management System in Jamaica and is now project managing the instillation of an AFIS solution.  
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- 2.5 ACRO continues to manage all subject access requests on behalf of the Police service and ensures Back Record Conversion of Microfiche records when offenders come to notice. Over 800 serious

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offenders have been populated onto the PNC for the first time over the last year as a result of this process out of a total of 5932 corrections.

- 2.6 ACRO manages the Record Deletion Unit (RDU) through which members of the public can make application to have their criminal conviction removed within certain criteria. In 2016 1,295 applications were received, 1,043 applications referred to forces which resulted in 284 approvals for deletion which were carried out by ACRO.
- 2.7 ACRO conducted 5,250 PNC checks on behalf of the Ministry of Defence in relation to British veterans of WW11 who are to be honoured by the French government by way of the award of the Legion D'honneur Medal.
- 2.8 One European funded project (600k Euros) has been delivered by ACRO over the last financial year which related to the use of criminal records data to understand more effectively drugs trafficking across Europe. The final report will be presented in early 2017 to a European conference.
- 2.9 ACRO generates income primarily through the production of Police Certificates which in 2016/17 will be in the region of £9.7m. Of this £4.5m is used in accordance with Treasury Rules and is reinvested in the provision of improved record keeping activities.
- 2.10 ACRO are investing £100,000 to enhance the automation of at least 35 custody systems so that they can use a technical capability that will enhance the link between forces and ACRO. This will negate time spent completing and submitting up to 170,000 request forms per annum, saving in excess of over 1 million pounds in Police service time.
- 2.11 The ACRO change programme began in 2016 to ensure we are an organisation fit for the future, and delivering the best value for money to our customers and stakeholders. Phase 1 of the programme has realised a change to the operational hours of the business. This has created a saving of £180,000 pa by removing the shift allowance previously payable to workers. £23,000 of this has already been achieved through natural wastage. The rest of the savings will take effect from 2016/17 onwards after a period of pay protection has been afforded to affected staff.
- 2.12 Each business area was reviewed in accordance with LEAN principles to identify any efficiency savings in working practices. Several recommendations have been implemented in all business areas. In one department alone, this has identified a saving of two posts through the streamlining of processes. Further benefits will be realised with the enhancement of IT systems over the next financial year.

### **3. INTERNATIONAL CRIMINAL CONVICTION EXCHANGE (ICCE)**

- 3.1.1 ICCE responsibilities can be divided into those which are statutory functions carried out under Article 7 of the EU Framework Decision. For example, responding to requests from other EU member states with conviction information for UK nationals and EU nationals (who may have offended in the UK) who are subject to criminal proceedings in other EU Member States and for purposes other than criminal proceedings. ACRO cannot avoid undertaking this work.
- 3.1.2 ICCE also undertake non statutory functions which are still critical to policing and public protection (including non-police public bodies). This would include requests for conviction information to other EU Member States on behalf of UK Police Forces and other agencies for EU nationals and UK nationals (who may have offended in EU Member States) who are subject to criminal proceedings in the UK or for purposes other than criminal proceedings.
- 3.1.3 Chief Constables will specifically be interested in the activities of the ICCE unit. The statistics presented below highlight the workflow processes for foreign convictions information where there

has been the most significant change in the second quarter of 2016/2017 compared with the second quarter of 2015/2014.

EU Requests Out	2015 / 2016	2016 / 2017	% +/-
July	8929	8460	-5%
August	8066	8833	+ 10%
September	7939	8232	+ 4%
NEU Requests Out	2015 / 2016	2016 / 2017	% +/-
July	3770	2447	-35%
August	3233	2847	-12%
September	3092	2457	-21%

- 3.1.4 The level of checks being carried out on EU nationals continues to rise slightly. On a National basis Chief Constables are meeting The Home Office requirement that at least 60% of such individuals are subject of a check on ECRIS. The figures in relation to non-European Union request out are in the region of 25% lower than in 2015. This is entirely due to a readjustment on how the figures are presented. Historically ACRO included all checks irrespective whether or not sufficient data had been recorded by officers so as to enable the check to be carried out or where we had no ability to carry out the check as the country of origin had no criminal record capability such as Afghanistan and Iran. The current figure is purely where all the correct data has been captured and a check completed. ACRO anticipates checks rising in this category going forward as technology assists in the collection of the right personal data so as to enable a successful check to be completed.

3.1.5

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- 3.1.6 ACRO has access through the OTRIS criminal records system utilised by British Caribbean overseas territories. Nationals from these countries are able to hold both a UK and Caribbean passport and as a result it is possible to travel on the UK passport without revealing historical criminal conviction data

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#### 4. Finance

- 4.1.1 Over the last financial year ACRO have focused upon introducing greater efficiencies and through a change management process made significant savings which focused upon improving the effectiveness of the organisation at a lower cost.
- 4.1.2 Two factors have had an impact upon the budgetary position during the year. Firstly the number of Police certificates being issued has increased at a level beyond that predicted, normally trend is down during November and December, however there has been a continued rise which will mean that at the end of the year the forecast is nearly £800k higher than expected.
- 4.1.3 In addition to this ACRO has struggled to sustain employment levels due to significant numbers of staff leaving the organisation and transferring to the Hampshire Constabulary in order to become regular Police Officers. As a result employee costs are nearly £200k lower than budgeted.

- 4.1.4 ACRO did consider trying to reduce the contribution made by forces during 2016/17, but this became complex due to the fact that some forces paid their entire contribution at the beginning of the financial year, whilst others did not pay until the end.
- 4.1.5 ACRO have produced a 3 year budget attached at Appendix A, which is intended to assist Chief Constables with regard to the contribution they will be requested to make during this period of time. Our aim is to sustain contributions at the same level as those agreed for those 2016/17. These were £2,225,000 for ICCE and £600k for ACRO.
- 4.1.6 However due to the increased revenues experienced during 2016/17 the budget for 2017/18 will be reduced by £1 million this therefore means that the contribution for ICCE is £1,475,000 and ACRO £350k. The intention is that this will rise to the historic level during 2018/19 and 2019/20 subject to income levels remaining at current predictions.

## **5. Conclusion**

- 5.1.1 ACRO continues to meet the Police Service requirements with regard to the exchange of criminal convictions on a national level. Due to increased efficiencies, improved levels of income generation and lower salary costs ACRO budget requirements for 2017/18 can be reduced by £1m. This should be seen as a single year benefit with the likely hood being that the budget for 2018/19 and 19/20 will return to the same level of that as 2016/17 set at £2.25m for ICCE and £600k for ACRO.

## **6. Decisions Required**

Members are invited to approve the contribution of £1,825,000. To pay for the services of ACRO which equates to £1,475,000 for ICCE and £350,000 for ACRO.

**Ian Readhead**  
**Chief Executive**  
**Information Management and Operational Requirements Coordination Committee**



Funding required for ICCE and ACRO for the next 3 years

	Actual 15/16			Budget 16/17			Forecast 16/17			Budget 17/18			Budget 18/19			Budget 19/20		
	ICCE	ACRO	Total	ICCE	ACRO	Total	ICCE	ACRO	Total	ICCE	ACRO	Total	ICCE	ACRO	Total	ICCE	ACRO	Total
<b>Bought forward</b>		-5,870,447	-5,870,447		-4,021,265	-4,021,265		-5,243,539	-5,243,539		0	-5,145,528	-5,145,528		0	-2,842,560	-2,842,560	-2,449,220
<b>Income</b>																		
Interest		-30,704	-30,704		-30,620	-30,620		-30,466	-30,466		-30,620	-30,620		-30,620	-30,620		-30,620	-30,620
General fees and charges	-35,727	-9,085,830	-9,121,557	-8,874,816	-8,874,816	-28,576	-9,746,258	-9,774,834	-38,526	-9,930,969	-9,969,495	-38,526	-10,271,405	-10,309,931	-38,526	-10,542,073	-10,580,599	
Grants and contributions	-2,225,000	-1,668,232	-3,893,232	-2,723,530	-600,000	-3,323,530	-2,325,000	-595,251	-2,920,251	-1,475,000	-350,000	-1,825,000	-2,225,000	-600,000	-2,825,000	-2,225,000	-600,000	-2,825,000
Miscellaneous income		-53,192	-53,192		0	0		-364	-364		0	0		0	0		0	0
<b>Total Income</b>	-2,260,727	-10,837,958	-13,098,685	-2,723,530	-9,505,436	-12,228,966	-2,353,576	-10,372,339	-12,725,915	-1,513,526	-10,311,589	-11,825,115	-2,263,526	-10,902,025	-13,165,551	-2,263,526	-11,172,693	-13,436,219
<b>Expenditure</b>																		
Employee costs	2,952,380	5,800,146	8,752,526	3,698,574	5,506,446	9,205,020	2,910,405	6,167,324	9,077,729	3,226,003	6,607,496	9,833,499	3,230,143	6,465,236	9,695,379	3,262,445	6,529,888	9,792,333
Premises costs	1,097	1,072,286	1,073,383	571	1,146,666	1,147,237		1,038,961	1,038,961		1,019,419	1,019,419		1,044,905	1,044,905		1,071,027	1,071,027
Travel & Transport	30,956	126,206	157,162	42,592	141,164	183,756	4,042	58,405	62,447	8,231	78,682	86,913	8,437	80,649	89,086	8,648	82,665	91,313
Supplies & services	377,655	1,697,779	2,075,434															
Catering			0	94	13,359	13,453	282	2,222	2,504	283	2,227	2,510	290	2,283	2,573	297	2,340	2,637
Communication and computing excl IT			0	2,153	700,912	703,065	9,214	586,140	595,354	9,213	586,703	595,916	9,443	601,371	610,814	9,679	616,405	626,084
Communication and computing IT	137,595	751,694	889,289			1,291,249	311,853	827,575	1,139,428	328,800	1,382,408	1,711,208	337,020	873,718	1,210,738	345,446	895,561	1,241,007
Equipment, furniture and materials			0	24,261	20,853	45,114		18,916	18,916		18,543	18,543		19,007	19,007		19,482	19,482
Expenses			0	9,391	45,548	54,939	364	9,260	9,624	363	6,898	7,261	372	7,071	7,443	382	7,247	7,629
Grants and subscriptions			0		59,553	59,553		95,299	95,299		102,058	102,058		102,360	102,360		102,669	102,669
Printing, stationery and gen off exp			0	6,993	102,769	109,762		89,354	89,354		91,252	91,252		93,533	93,533		95,871	95,871
Other expenses			0	38	8,855	8,893		4,245	4,245		997	997		1,022	1,022		1,047	1,047
Services			0	127,210	238,932	366,142	217,978	237,526	455,504	217,295	187,141	404,436	222,727	191,820	414,547	228,296	196,615	424,911
Third party		747,985	747,985		350,887	350,887	120	515,380	515,500	500	536,026	536,526	513	549,426	549,939	525	563,162	563,687
Support services	1,745,086	-1,735,391	9,695	2,797,681	-3,207,359	-409,678	2,001,107	-2,282,046	-280,939		0	0		0	0		0	0
<b>Total Expenditure</b>	5,244,769	8,460,705	13,705,474	6,709,558	5,128,585	13,129,392	5,455,365	7,368,561	12,823,926	3,790,688	10,619,850	14,410,538	3,808,945	10,032,401	13,841,346	3,855,718	10,183,978	14,039,696
<b>Recharges</b>										2,535,231	-2,817,686	-282,455	2,584,248	-2,866,703	-282,455	2,634,313	-2,916,768	-282,455
<b>Total Surplus/deficit</b>	<b>2,984,042</b>	<b>-8,247,700</b>	<b>-5,263,658</b>	<b>3,986,028</b>	<b>-8,398,116</b>	<b>-3,120,839</b>	<b>3,101,789</b>	<b>-8,247,317</b>	<b>-5,145,528</b>	<b>4,812,393</b>	<b>-7,654,953</b>	<b>-2,842,560</b>	<b>4,129,667</b>	<b>-6,578,887</b>	<b>-2,449,220</b>	<b>4,226,505</b>	<b>-6,354,703</b>	<b>-2,128,198</b>
General fees and charges	Income from Police Certificates, ICPC, Subject Access, Non Police Agency																	
Grants and contributions	Contributions from Police Services and Home Office																	
Employee costs	Includes salary costs, training and professional subscriptions																	
Premises costs	Includes Rent, service charges, rates, utilities, insurance, shredding, cleaning contract and maintenance																	
Travel & Transport	Includes flights, train, hire cars, accommodation, parking, subsistence, fuel and mileage																	
Communication and computing excl IT	Includes postage and courier charges																	
Equipment, furniture and materials	Includes cleaning materials, disability aids and equipment, catering equipment, health & safety equipment, furniture, books DVD's and CD's, newspapers and publications,																	
Grants and subscriptions	Includes charity donations and subscriptions																	
Printing, stationery and gen off exp	Includes printer cartridges, printed envelopes and certificate paper, hampshire print services and stationery																	
Services	Includes sampling and testing, consultancy, fingerprint charges, translation and bank charges																	
Third party	Includes Hampshire Constabulary recharges, PNC, PND, Causeway and HMPO Licences																	
Support services	Includes ACRO recharges and national unit recharges																	



# Chief Constables' Council

## NPoCC 2017/18 Budget and Funding

**26 January 2017/Agenda item: 25.3**

<b>Security classification:</b>	Not protectively marked
<b>Disclosable under FOIA 2000:</b>	Yes
<b>Author:</b>	Frankie Westoby
<b>Force/organisation:</b>	NPoCC
<b>Date created:</b>	24/12/16

### **1. INTRODUCTION**

- 1.1 The purpose of this paper is to provide a summary of the financial position of NPoCC and provide a draft NPoCC 2017/18 budget for consideration and endorsement. This proposal was presented and agreed at the NPoCC Strategic Oversight Board in November 2016.
- 1.2 A proposed budget for 2017/18 is attached at Appendix 1.
- 1.3 The breakdown of the funding formula for 2017/18 is attached at Appendix 2.
- 1.4 Council is asked to approve the 2017/18 budget and agree to the contribution of £2,175,242 to sustain the activity of the NPOCC.

### **2. 2017/18 NPoCC BUDGET INCOME AND EXPENDITURE**

- 2.1 A total budget of £2,275,242 is funded by contributions agreed in the S22A agreement and a service charge received from JIPH and UKDVI. This includes the contribution from Police Scotland which is still to be received.
- 2.2 There are no proposed changes to the funding formula and arrangements described in the s22. NPoCC is requesting contributions from funding parties at the same level as 2016/17 with the exception of MDP (an amended total was agreed following the publication of the 16/17 totals but before they paid).
- 2.3 There is funding of £285,289 available to support work on specialist capabilities.
- 2.4 There is funding of £38,500 available meet the Police service share of the funding arrangements for JESIP.
- 2.5 A support post has been removed as the final part of more widespread reductions implemented last year following a review of the staffing structure.
- 2.6 Increase in PSN service and improvements to business continuity arrangements have been accommodated.

### **3. CONCLUSION**

3.1 Council is asked to:

- Endorse the contents of the proposed NPoCC Budget 2017/18
- Endorse the proposed breakdown of funding from each force for 2017/18.

<b>Person Submitting:</b>	ACC Chris Shead
<b>Rank:</b>	ACC
<b>Portfolio:</b>	NPoCC Strategic Lead

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## Appendix 1:- Income and Expenditure

	Budget 16/17	Budget 17/18	Variance
1 x ACC	163,000	163,000	0
1 x Chief Superintendent	114,000	114,000	0
1 x Superintendent	96,000	96,000	0
2 x Inspectors	153,000	153,000	0
2 x PS Planners	144,000	144,000	0
4 x PC Planners	260,000	260,000	0
1 x Management Support (Band C)	54,000	54,000	0
1 x Office Support (Band C)	54,000	54,000	0
1 x Project Support (Band C)	27,000		-27,000
<b>Pay costs subtotal:</b>	<b>1,065,000</b>	<b>1,038,000</b>	<b>-27,000</b>
JESIP		38,500	38,500
Consultancy Support - Specialist Capabilities	304,789	285,289	-19,500
<b>Other Funding costs subtotal:</b>	<b>304,789</b>	<b>323,789</b>	<b>19,000</b>
Accom (Inc Staff Flats)	380,000	480,000	0
IT Services	106,000	114,000	8,000
Other - Travel	51,000	51,000	0
Other - Hotels	18,000	18,000	0
Other - Office supplies & services	31,000	31,000	0
HR & Finance Support (MPS)	51,000	51,000	0
<b>On costs subtotal:</b>	<b>637,000</b>	<b>745,000</b>	<b>8,000</b>
Threat & Risk / Capacity & Capability		0	0
Testing & exercising	20,000	15,000	-5,000
Contingency - spontaneous activation	45,000	30,000	-15,000
Communication & Reporting	25,000	23,453	-1,547
<b>Activity costs subtotal:</b>	<b>90,000</b>	<b>68,453</b>	<b>-21,547</b>
IT Development	100,000	100,000	0
<b>IT Development</b>	<b>100,000</b>	<b>100,000</b>	<b>0</b>
<b>Total:</b>	<b>2,196,789</b>	<b>2,275,242</b>	<b>78,453</b>
<b>Income:-</b>			
Funding	2,196,789	2,175,242	21,547
Service Charge – JIPH/DVI		100,000	0
<b>Total:</b>		<b>2,275,242</b>	

Appendix 2:- PN001 – NPoCC 2017/18 Funding – FSS Formula

Home Office Force	Percentage of Total	2016/17 Contribution 87%	2017/18 Contribution 87.5%	Difference
Avon & Somerset	2.2%	42,259	42,259	0
Bedfordshire	0.9%	16,665	16,665	0
Cambridgeshire	1.0%	19,147	19,147	0
Cheshire	1.5%	28,611	28,611	0
City of London	0.3%	4,914	4,914	0
Cleveland	1.2%	23,185	23,185	0
Cumbria	0.8%	15,960	15,960	0
Derbyshire	1.4%	26,547	26,547	0
Devon & Cornwall	2.3%	44,254	44,254	0
Dorset	0.8%	15,498	15,498	0
Durham	1.1%	21,701	21,701	0
Dyfed-Powys	0.7%	12,919	12,919	0
Essex	2.2%	42,089	42,089	0
Gloucestershire	0.7%	14,062	14,062	0
Greater Manchester	5.7%	108,410	108,410	0
Gwent	1.0%	19,609	19,609	0
Hampshire	2.6%	49,193	49,193	0
Hertfordshire	1.5%	28,635	28,635	0
Humberside	1.6%	30,435	30,435	0
Kent	2.4%	45,544	45,544	0
Lancashire	2.5%	48,366	48,366	0
Leicestershire	1.5%	27,905	27,905	0
Lincolnshire	0.8%	15,157	15,157	0
Merseyside	3.3%	63,401	63,401	0
Metropolitan Police	24.6%	469,548	469,548	0
Norfolk	1.1%	20,777	20,777	0
North Wales	1.0%	19,025	19,025	0
North Yorkshire	1.0%	18,198	18,198	0
Northamptonshire	0.9%	17,882	17,882	0
Northumbria	3.1%	59,314	59,314	0
Nottinghamshire	1.7%	33,306	33,306	0
South Wales	2.2%	42,989	42,989	0
South Yorkshire	2.5%	48,439	48,439	0
Staffordshire	1.5%	28,562	28,562	0
Suffolk	0.9%	16,836	16,836	0
Surrey	1.3%	24,159	24,159	0
Sussex	2.1%	40,313	40,313	0
Thames Valley	3.0%	56,419	56,419	0
Warwickshire	0.7%	12,846	12,846	0
West Mercia	1.5%	28,927	28,927	0
West Midlands	6.0%	113,859	113,859	0
West Yorkshire	4.2%	79,847	79,847	0
Wiltshire	0.8%	15,473	15,473	0
<b>Home Office Forces</b>	<b>100%</b>	<b>1,911,206</b>	<b>1,911,206</b>	<b>0</b>

Scotland and PSNI	Percentage of Home Office Forces Total	2016/17 Contribution 8.4%	2017/18 Contribution 8.5%	Difference
PSNI	4.59%	88,970	88,970	0
Scotland (see note)	5%	95,560	95,560	0
<b>PSNI and Scotland</b>	<b>9.59%</b>	<b>184,530</b>	<b>184,530</b>	<b>0</b>

Additional Signatories	Percentage of Home Office Forces Total	2016/17 Contribution 4.6%	2017/18 Contribution 4%	Difference
BTP	2.2%	41,547	41,547	0
MOD	1%	20,000	20,000	0
CNC	0.44%	8,409	8,409	0
Isle of Man	1%	1,910	1,910	0
Cyprus	1%	1,910	1,910	0
Guernsey	1%	1,910	1,910	0
Jersey	1%	1,910	1,910	0
Gibraltar	1%	1,910	1,910	0
<b>Additional Signatories</b>		<b>79,506</b>	<b>79,506</b>	<b>0</b>

Totals	2016/17 Contribution 100%	2017/18 Contribution 100%	Difference
Home Office (England and Wales) Forces (87.5%)	1,911,206	1,911,206	0
PSNI and Police Scotland (8.5%)	184,530	184,530	0
Other Forces (4%)	79,506	79,506	0
<b>Total Funding</b>	<b>2,175,242</b>	<b>2,175,242</b>	<b>0</b>

**Note: 2016/17 Funding Explanation:**

2016/17 budget 2,175,242

Funding invoiced 2,175,242

Funding received 2,079,682

Funding not received from Scotland for 15/16 & 16/17.

# Chief Constables' Council

## NPCC 2017/18 Budget and Funding for National Wildlife Crime Unit

26 January 2017/Agenda item: 25.4

Security classification:	Not Protectively Marked
Disclosable under FOIA 2000:	Yes
Authors:	Martin Sims
Force/organisation:	NPCC
Date created:	12th January 2017
Attachments at paragraph	2.2 and 3.1.1

### 1. PURPOSE

- 1.1 This paper proposes an amended budget for the National Wildlife Crime Unit (NWCUC) for 2017/18 and sets out the funding contribution requested from Funding Parties.
- 1.2 Chief Constables are asked to approve the 2017/18 budget and agree to the [amended](#) contribution of £145,000 per year for the remainder of the CSR to sustain the activity of the NWCUC at its current level.

### 2. 2017/18 FUNDING REQUIREMENTS

- 2.5 In 2016, Chief Constables approved funding for the Unit at £80,000, which equated at that time to 18.5% of the Unit budget. The NWCUC is requesting an increase in contributions from funding parties due to the increase in demand linked to CITES offences (*Convention on International Trade in Endangered Species of Wild Fauna and Flora*). The lack of increase in finance as requested in the last Government spending review as announced in February 2016 and a rise in additional costs that were not foreseen until after last year's Chief's Council. Following further analysis and unforeseen variations in the budget, a proportionate amendment to funding is sought at this time.
- 2.6 Over the past 3 years the Unit has utilised its reserves to the benefit of Police forces. These reserves will expire during the 2017/18 year with current staff levels of 12.
- 2.7 The attachment at appendix 1 details the proposed annual contribution of all forces with a request for an additional £65,000 in addition to the agreed 4 year annual funding of £80,000.
- 2.8 Discussions with the Home Office, Defra and both the Welsh and Scottish Government have been taking place but at this time no additional funding is forthcoming from them.

### **3. NWCU BUDGET 2017/18**

#### **3.3 Expenditure.**

- 3.3.1 Expenditure to support the National Wildlife Crime Unit in 2017/18 is detailed in Appendix 2 with explanatory notes.
- 3.3.2 Expenditure will increase by £3,492 (0.7%) due mainly to higher staffing costs. Savings are expected in other areas.
- 3.3.3 Staffing costs will rise by £5,479 (1.4%) due to an increase in permanent staff pay. This is partially offset by a reduction in temporary staff costs.
- 3.3.4 Following a review of the National Wildlife Crime Unit's Transport budget this has been reduced from the Budgeted 16/17 amount of £48,000 to the revised total of £41,000 for 17/18. By the purchasing of vehicles in 2017/18, it is envisaged that although the transport budget would remain similar during the year, it would be reduced to £35,000 over the proceeding 4 years on the basis that vehicle hire requests will be significantly reduced.

#### **3.4 Income.**

- 3.4.1 Total income for 2017/18 is expected to decrease by £34,251 due to the 16/17 funding from Born Free Foundation (£29,000) and Welsh Government (£5,000) not expected to be received in 17/18 financial year. Future funding streams continue to be explored.
- 3.4.2 Income from other Funding Parties will remain at the same level as 2016/17 totalling £431,000. The funding parties include Home Office (£136,000), DEFRA (£165,000), NPCC Forces (£80,000), Scottish Government (£45,000) and Northern Ireland Environment Agency (£5,000). It is yet to be confirmed at what level the Scottish Government will be for 2017/18 although discussions are taking place.
- 3.4.3 The 4 years of funding as provided by Defra and the Home Office takes no account of increased staff costs, such as pay rises.
- 3.4.4 The forecast deficit for 16/17 of £26,918 is funded by the brought forward reserve of £36,383 leaving a forecast End of Financial Year reserve of £9,465.
- 3.4.5 In 17/18 the forecast deficit of £64,661 is then funded by the 16/17 reserve of £9,465, resulting in a £55,196 deficit reserve at the end of the financial year in 17/18.
- 3.4.6 The budget has been reviewed after the handover of the portfolio in October 2016. The amended funding required will ensure this internationally recognised unit can sustain its current activity, in this often sensitive and public charged area. The intention in the medium to long term is to develop a detailed and sustainable long term business plan.

### **4. CONCLUSION**

- 4.1 Chief Constables' Council are asked to consider and approve:

- iii. Funding contributions from Parties

**Dave Jones**

**Chief Constable**

**NPCC Lead for Wildlife Crime & Rural Affairs**



# Appendix 1 NPCC FUNDING PARTIES' CONTRIBUTIONS 2016/17 & PROPOSED 17/18 CONTRIBUTIONS

Policing Bodies Funding Parties	Percentage of Total (FSS Share)	2016/17 Actual Contribution	Proposed 2017/18 Funding Contribution	Increase
Avon & Somerset	2.1%	1,655.78	3,001.09	1,345.32
Bedfordshire	0.8%	652.97	1,183.51	530.54
Cambridgeshire	0.9%	750.20	1,359.74	609.54
Cheshire	1.4%	1,121.01	2,031.83	910.82
City of London	0.2%	192.55	349.00	156.45
Cleveland	1.1%	908.44	1,646.54	738.10
Cumbria	0.8%	625.32	1,133.40	508.08
Derbyshire	1.3%	1,040.94	1,886.70	845.76
Devon & Cornwall	2.2%	1,733.94	3,142.77	1,408.83
Dorset	0.8%	607.21	1,100.57	493.36
Durham	1.1%	850.29	1,541.15	690.86
Dyfed-Powys	0.6%	506.17	917.43	411.26
Essex	2.1%	1,649.10	2,989.00	1,339.90
Gloucestershire	0.7%	550.97	998.64	447.66
Greater Manchester	5.3%	4,247.63	7,698.83	3,451.20
Gwent	1.0%	768.31	1,392.56	624.25
Hampshire	2.4%	1,927.45	3,493.50	1,566.05
Hertfordshire	1.4%	1,121.96	2,033.56	911.59
Humberside	1.5%	1,192.50	2,161.41	968.91
Kent	2.2%	1,784.46	3,234.34	1,449.88
Lancashire	2.4%	1,895.04	3,434.76	1,539.72
Leicestershire	1.4%	1,093.36	1,981.72	888.36
Lincolnshire	0.7%	593.87	1,076.38	482.52
Merseyside	3.1%	2,484.14	4,502.50	2,018.36
Metropolitan Police	23.0%	18,397.50	33,345.47	14,947.97
Norfolk	1.0%	814.07	1,475.49	661.43
North Wales	0.9%	745.43	1,351.10	605.66
North Yorkshire	0.9%	713.02	1,292.35	579.33
Northamptonshire	0.9%	700.63	1,269.89	569.26
Northumbria	2.9%	2,324.00	4,212.24	1,888.25
Nottinghamshire	1.6%	1,304.98	2,365.28	1,060.30
PSNI	6.4%	5,116.45	9,273.56	4,157.11
South Wales	2.1%	1,684.37	3,052.92	1,368.55
South Yorkshire	2.4%	1,897.90	3,439.94	1,542.04
Staffordshire	1.4%	1,119.10	2,028.37	909.27
Suffolk	0.8%	659.64	1,195.60	535.96
Surrey	1.2%	946.57	1,715.65	769.08
Sussex	2.0%	1,579.52	2,862.87	1,283.36
Thames Valley	2.8%	2,210.56	4,006.64	1,796.08
Warwickshire	0.6%	503.31	912.25	408.94
West Mercia	1.4%	1,133.40	2,054.29	920.89
West Midlands	5.6%	4,461.16	8,085.85	3,624.69
West Yorkshire	3.9%	3,128.53	5,670.46	2,541.93
Wiltshire	0.8%	606.26	1,098.85	492.59
<b>Total</b>	<b>100.0%</b>	<b>80,000</b>	<b>145,000</b>	<b>65,000</b>

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**Appendix 2: 2016/17 Forecast Outturn and 2017/18 Budget (Based on P9 Actuals)**

Category	2016/17 Forecast Outturn	2016/17 Budget	2016/17 Forecast vs 2016/17 Budget	2017/18 Budget	2017/18 Budget vs 2016/17 Forecast Outturn
<b>EXPENDITURE</b>					
Employee Costs	393,562	370,858	22,704	399,041	5,479
Premises Costs	1,334	13,000	-11,666	0	-1,334
IT Costs	397	6,250	-5,853	250	-147
Supplies & Services Costs	4,063	5,400	-1,337	5,400	1,337
Subsistence Costs	1,510	1,500	10	1,500	-10
Transport Costs	41,716	48,000	-6,284	41,000	-716
ACRO Recharges	36,457	47,846	-11,389	35,422	-1,035
Relocation Mileage	977	0	977	1,689	712
LGPS Admin Recharge 6%	12,154	0	12,154	11,359	-795
<b>Grand Total</b>	<b>492,169</b>	<b>492,854</b>	<b>-684</b>	<b>495,661</b>	<b>3,492</b>
<b>INCOME</b>					
Home Office	-136,000	-136,000	0	-136,000	0
DEFRA (INCL Online Specific of £29k)	-165,000	-165,000	0	-165,000	0
NPCC Forces	-80,000	-80,000	0	-80,000	0
Scottish Executive	-45,000	-45,000	0	-45,000	0
Northern Ireland Environment Agency	-5,000	-5,000	0	-5,000	0
Born Free Foundation	-29,000	-29,000	0		-29,000
Welsh Government	-4,999	0	-4,999		-4,999
Other	-252	0	-252	0	-252
<b>Total Income</b>	<b>-465,251</b>	<b>-460,000</b>	<b>-5,251</b>	<b>-431,000</b>	<b>-34,251</b>
<b>Forecasted Deficit</b>	<b>26,918</b>	<b>32,854</b>	<b>-5,936</b>	<b>64,661</b>	<b>37,743</b>
<b>ACRO Reserve (B/fwd.)</b>	<b>-36,383</b>			<b>-9,465</b>	
<b>Forecasted Year End Reserve</b>	<b>-9,465</b>			<b>55,196</b>	

**Notes:**

- Staffing costs - Staffing costs will rise by £5,479 (1.4%) due to an increase in permanent staff pay. This is partially offset by a reduction in temporary staff costs.
- Premises Costs - There will be no Premises Costs in 17/18 due to rent free offices in Stirling being provided by Police Scotland.
- Transport Costs - The National Wildlife Crime Unit's Transport budget has been reduced from the Budgeted 16/17 amount of £48,000 to a revised total of £41,000 for 17/18.
- ACRO Recharges - ACRO Recharges have reduced by 2.8%, this is due to the ACRO Overheads cost being reduced for 17/18 along with saving in Third Party Recharges (IBC, Payroll, SAP, Risk – Insurances etc.)
- Income Received - Total income for 2017/18 is expected to decrease by £34,251 due to the 16/17 funding from Born Free Foundation (£29,000) and Welsh Government (£5,000) not expected to be received in 17/18 financial year. Income from other Funding Parties will remain at the same level as 2016/17 totalling £431,000. The funding parties include Home Office (£136,000), DEFRA (£165,000), NPCC Forces (£80,000) and Northern Ireland Environment Agency (£5,000).