

Chief Constables' Council Minutes

Wednesday 17 – Thursday 18 April 2019, Manchester

Security classification: Official
Authors: Susan Paterson, Richard Hampson, Ben Gasson, Richard Cooper
Force/organisation: National Police Chiefs' Council (NPCC)
Date created 14 May 2019

Attendees

AC Martin Hewitt	NPCC Chair
CC Andy Marsh	Avon and Somerset
CC Jon Boutcher	Bedfordshire
CC Nick Dean	Cambridgeshire
DCC Julie Cooke	Cheshire
Commissioner Ian Dyson	City of London
T/CC Lee Freeman	Cleveland
CC Michelle Skeer	Cumbria
CC Peter Goodman	Derbyshire
DCC Paul Netherton	Devon and Cornwall
CC James Vaughan	Dorset
CC Mike Barton	Durham
CC Mark Collins	Dyfed-Powys
CC Ben-Julian Harrington	Essex
CC Rod Hansen	Gloucestershire
CC Ian Hopkins	Greater Manchester
DCC Pam Kelly	Gwent
CC Olivia Pinkney	Hampshire
CC Charlie Hall	Hertfordshire
T/CC Chris Rowley	Humberside
CC Alan Pughsley	Kent
CC Andrew Rhodes	Lancashire
CC Simon Cole	Leicestershire
DCC Craig Naylor	Lincolnshire
CC Andy Cooke	Merseyside
DCC Serena Kennedy	Merseyside
Cmsr Cressida Dick	Metropolitan Police Service
AC Nick Ephgrave	Metropolitan Police Service
AC Helen Ball	Metropolitan Police Service
AC Martin Hewitt	Metropolitan Police Service

AC Neil Basu	Metropolitan Police Service
AC Mark Simmons	Metropolitan Police Service
CC Carl Foulkes	North Wales
CC Simon Bailey	Norfolk
CC Nick Adderley	Northamptonshire
CC Craig Guildford	Nottinghamshire
ACC Debbie Ford	Northumbria
CC Lisa Winward	North Yorkshire
CC Matt Jukes	South Wales
CC Stephen Watson	South Yorkshire
CC Gareth Morgan	Staffordshire
CC Stephen Jupp	Suffolk
CC Gavin Stephens	Surrey
CC Giles York	Sussex
CC John Campbell	Thames Valley
ACC Richard Moore	Warwickshire
CC Anthony Bangham	West Mercia
CC David Thompson	West Midlands
CC Dee Collins	West Yorkshire
CC Keir Pritchard	Wiltshire
CC Paul Crowther	BTP
DG Lynne Owens	National Crime Agency
CC George Hamilton	Police Service for Northern Ireland
CC Mike Cunningham	College of Policing
CC Simon Chesterman	Civil Nuclear Constabulary
CC Iain Livingstone	Police Scotland
CC Andy Adams	MoD Police
Col Scott Meredith	Royal Military Police
Brig Vivienne Buck	Royal Military Police
Wg Cmdr Michael Dixon	Royal Air Force Police
CO Cdr Jack Hawkins	Royal Navy Police
Cmsr Ian McGrail	Royal Gibraltar Police

In attendance for specific items

Sir Thomas Winsor	HMICFRS
Karen Mellodew	NPCC Performance Management Coordination Committee
Carl Williams	HMICFRS
Tracy Holyer	Durham Constabulary
Cmdr Karen Baxter	City of London Police
Greame Biggar	Director General, National Economic Crime Centre
Andrew Newsham	Director, PwC
Richard Brandon	National Aviation Project Manager

In attendance

Scott McPherson	Director General, CPFG - Home Office
Supt. Richard Cooper	NPCC Chief of Staff
Insp. Ben Gasson	NPCC Staff Officer
Richard Hampson	NPCC Senior Business Officer
Susan Paterson	NPCC Business Manager
Sherry Traquair	NPCC FOI and Decision Maker
Antony Bushfield	NPCC Communications Officer

09:00-18:00, 17 April 2019, Manchester

OPEN SESSION

1. ATTENDANCE AND APOLOGIES

The Chair welcomed those present and the following tendered their apologies for this session of Council.

Darren Martland – Cheshire Constabulary
Mike Veale – Cleveland Police
Shaun Sawyer – Devon and Cornwall Constabulary
Julian Williams – Gwent Police
Bill Skelly – Lincolnshire Police
Nicholas Adderley – Northamptonshire Police
D/Cmsr Sir Stephen House - Metropolitan Police Service
Robert Beckley – Metropolitan Police Service
Winton Keenen – Northumbria Police
Martin Jelley – Warwickshire Police
Stephen Reid – The Ports Police Chief Officers Association
James Wileman – States of Jersey Police
Ruari Hardy – States of Guernsey Police

2. MINUTES

The minutes of the previous meeting held on 16-17 January 2019 were agreed.

3. MATTERS ARISING

Action item number 4.1 (3 Oct 18): Andy Marsh reported there is currently a comprehensive Home Office review on non-operational international policing taking place. Once HMG has made their position clear then a further update and paper will be presented at the July Chiefs' Council meeting. Action open.

Action item number 4.3.10 (3 Oct 18): The NPCC lead has not been able to secure funding for an independent evaluation and has deferred this until the July Chiefs' Council meeting. Action open.

Action item number 4.3.4 (16 Jan 19): The Data Communications Group are happy with the proposal put forward by the Metropolitan Police and will monitor the impact of this proposal against the error reduction strategy. Action closed.

Action item number 4.3.9 (16 Jan 19): Simon Bailey provided reassurance on recommendation 13 regarding chief officer appointments and previous accreditation. The College of Policing is working jointly with the Home Office and a number of options were being considered. The College will own this action going forward and will update chiefs as the work progresses. Action closed.

Action item number 21 (17 Jan 19): James Vaughan confirmed the Transforming Forensics and Forensic Capability Network business case will be presented at the July Chiefs' Council meeting providing evidence of cost saving examples to support force funding decision. Action open.

4. STANDING ITEMS

4.1 Chair's Update

The Chair welcomed visitors to Chief Council and thanked Ian Hopkins and Greater Manchester Police for hosting the meeting. The following were congratulated on their recent appointments:

- Darren Martland appointed as Chief Constable of Cheshire Constabulary
- Simon Chesterman appointed as Chief Constable of the Civil Nuclear Constabulary
- Gavin Stephens appointed as Chief Constable of the Surrey Police
- John Campbell appointed as Chief Constable of Thames Valley Police
- Stephen Jupp appointed as Chief Constable of Suffolk Constabulary
- Gareth Wilson was re-appointed as Chair of the NPCC Diversity, Equality & Inclusion Coordination Committee
- Andy Cooke appointed as Chair of the NPCC Crime Operations Coordination Committee

The Chair thanked Dee Collins and Mike Barton for their tremendous leadership over the years and their significant overall contribution to the NPCC. He particularly noted Dee Collins work on Gender, Police Aviation and Crime Operations,. The Chair also thanked the following chiefs for leading on their broad contribution on behalf of the NPCC and to the service as a whole and wished them well for the future:

- Mike Griffiths – Civil Nuclear Constabulary
- George Hamilton – PSNI
- Julian Williams – Gwent Police
- Jon Boutcher – Bedfordshire Police

The chair provided his update and said he will outline his initial observations about the current NPCC structures including areas of particular significance. He also will talk about work that he would like the NPCC to focus on in the future and the steps required to get there. He said that chiefs are working in an environment where there is extensive ongoing activity and therefore there is a

continual need for chiefs to operate with coherence and be as joined up as possible. He believes the NPCC should be the most influential voice in policing by working as one voice, prioritise what we deliver and continue to professionalise what we do at council.

The chair said he wants to be inclusive of all forces, regions and wider chief officer group to ensure the NPCC is represented and draws on everyone's skill sets. He said that the NPCC centre has to add value and we need an over arching plan that focuses on the most significant priorities we need to deliver on. The chair emphasised the NPCC needs to work as one system to effectively deliver law enforcement and public safety and this will be achieved by chiefs working in the same direction. There are opportunities working with partners such as HMICFRS, the College of Policing, NCA, the Home Office and IOPC to operate effectively and deliver on our priorities. There is an ambition and appetite from the Home Office in what the NPCC achieves and conversely the NPCC has the challenge to impact and influence the Home Office.

The chair said one of his primary roles is to co-ordinate and manage stakeholder relationships to maximise the NPCC's influence. Therefore one of his priorities is to influence the Home Office, Policing Minister, the College of Policing and HMICFRS. Over the next couple of weeks forces will receive funding from the violence program from the Home Office. He explained that the decision to award forces money was based on the data that evidenced where the funds were most needed.

The chair then summarised the 3 structures he will work to. He will work with the two vice chairs, Giles York and Dave Thompson to engage with chief officers such as the ACCs & DCCs and particularly look at pastoral care and support for those newly appointed. He will develop the regional co-ordination group process where the regional leads will get sight of papers that have gone through co-ordination committees immediately as they are submitted to the centre and he will have regular conference calls to decide how the papers progress.

Similarly he will bring together the 11 co-ordination committee chairs and work on the areas that are the greatest priorities and making sure they are not duplicating work. He is going to review this structure as there are currently 98 portfolios groups and 178 working groups within this and he wants to make these structures as coherent as possible moving forward. The chair told chiefs that the passage of the papers for Council needs to be more frequent and allow chiefs, where the proposals have collective support, to make decisions on these papers as they are received.

When papers are submitted the chair's expectation is there needs to be an abstract included to briefly explain what the paper is about. He outlines there are three types of papers for consideration as follows:

- Papers looking for a decision - there need to be clarity on the decisions sought.
- Paper looking to update or for information only – these could be immediately uploaded on Chiefsnet.
- Papers to generate debate – to collectively understand views of chiefs.

The chair feels there should be a better approach on agreeing what chiefs decided for each of these types of papers. The chair would like to reduce the attendees to chiefs, deputies and only other

relevant people to ensure that the time spent at chiefs council is on the most important NPCC issues.

Delivery Plan Q4 2018/19 Update

The Chair introduced the Q4 update on progress towards the 2018/19 NPCC Delivery Plan.

Chiefs noted the update.

Delivery Plan 19/20

The Chair reported to chiefs the NPCC delivery plan for 19/20 was under review going forward and a further update would be brought back to the July Chiefs' Council meeting.

Action: Update to be provided at the July Chiefs' Council meeting.

4.2 Items for Decision (Pre-Circulated)

The Chair guided colleagues through the feedback from the review of papers.

4.2.2 NPCC Victims and Witnesses Strategy

Chiefs endorsed the NPCC Victims and Witnesses Strategy for adoption within forces and agreed to identify a regional chief officer representative for the new governance structure.

Chiefs agreed the paper.

Action: Strategy to be published on ChiefsNet to all forces.

4.2.3 Disclosure Key Performance Indicators

Nick Ephgrave thanked chiefs for supporting the national disclosure work and updated chiefs on progress.

Of 42 original commitments, 40 have been discharged through joint endeavour with the College of Policing and the Crown Prosecution Service (CPS). The next stage is to refresh the improvement plan, take the work that has been carried out nationally and embed learning methodologies locally, particularly in volume crime cases in the magistrates court. This should be published in May externally with a revised code for crown prosecutors to make sure disclosure obligations are considered from the outset.

A national disclosure forum has brought together staff from across the criminal justice system, including from the judiciary and CPS Director of Public Prosecutions (DPP) to look for practical ways to make tangible improvements and measure performance.

Chiefs agreed that forces will adopt the five police disclosure KPIs and introduce them into force and regional Prosecution Team Performance Management (PTPMs).

Action: All chiefs will ensure that their local disclosure lead challenges any inappropriate pushing of blame towards the police and challenges examples of risk aversion within the CPS. Unresolved issues will be escalated to the national lead.

Action: Nick Ephgrave will ensure that the concerns raised by chiefs about disclosure KPIs are documented and passed on through relevant national channels.

4.2.4 Emergency Services Mobile Communications Programme (ESMCP) Update

Keir Pritchard confirmed a letter of re-assurance for the Airwave initiative from the permanent secretary was circulated in advance of the meeting for chiefs to note.

The National Audit Office (NAO) report will be published in May and should set out some significant concerns about the delivery of this very complex and expensive programme. The programme will be the subject of a public accounts committee review on 22 May. The permanent secretary, Sir Philp Rutnam will lead for the Home Office.

ESMCP will be an agenda item at Chiefs' Council in July and colleagues will have the opportunity to scrutinise on all matters associated with the programme. The programme director, Bryan Clark will attend and present his perspective on the Programme, its challenges and opportunities.

Chiefs noted the update

Action: Paper to be presented at the July Chiefs' Council meeting.

4.2.5 Police Activity Survey Data Collection & Analysis Exercise

Chiefs agreed to support the NPCC Performance Management Coordination Committee to deliver a quick-time activity survey in a number of forces if the spending review timeline necessitates it. However a number of concerns were raised about cost and the proposed approach not making best use of the existing information that is currently available.

Action: Martin Hewitt will speak with Bill Skelly and the College of Policing to agree a way forward and look at future model for this going forward.

Chiefs agreed the paper.

4.2.6 Crime in Prisons Protocol with HMPPS and CPS

Chiefs endorsed the revised Crime in Prisons Agreement for adoption within forces including nomination of a force prison lead.

Chiefs agreed the paper.

Action: Joint protocol to be published on ChiefsNet to all forces.

4.2.7 Attenuating Energy Projectiles (AEP) and Public Order - CLOSED

Chiefs agreed the paper.

4.2.8 Operation Hydrant Update

Chiefs noted the paper.

4.2.9 Memorandum of Understanding with the Care Quality Commission

Chiefs endorsed the Memorandum of Understanding (MoU) with the Care Quality Commission (CQC) for adoption within forces.

Action: Simon Bailey to liaise with Ian Pilling as lead to update on ChiefsNet points raised by the regions on concerns around the quality, scope and speed of CQC investigations and to look at identifying enforcement lead SPOCs in forces including this in the MoU.

Action: MoU to be published on ChiefsNet to all forces once detail above has been added in.

Chiefs agreed the paper.

4.2.10 Multi-Agency Children's Safeguarding Arrangements

Chiefs endorsed the approach set out in 'The Voice of Policing' and the ambitions contained therein.

Chiefs agreed the paper.

4.2.11 Holmes MIPP.police.uk Update

Chiefs agreed to increase the awareness of MIPP.police.uk nationally.

4.2.12 Registration of NPCC as Data Controller

Chiefs noted the decisions in the paper and the Chair agreed to work with Ian Dyson going forward.

5. BREXIT UPDATE - CLOSED

6. CT POLICING UPDATE AND OPERATION TEMPERER - CLOSED

7. NPCC NATIONAL AVIATION REVIEW RECOMMENDATIONS

Rod Hansen opened the presentation explaining that there are two particularly challenging elements to be tackled; funding and the NPAS model itself. He stated that funding proposals will be brought back to Chiefs' Council in July but this session is about the strategy and user requirement (version 3) that he would like chiefs to sign-off.

Richard Brandon, NPCC Aviation Project Manager described the need to set a strategic direction for air support, explaining that borderless air support is the strategic vision, with a blended service which includes helicopters, aeroplanes, drones and collaboration with partners. It must be

affordable and stable with effective governance, and must be operationally effective in terms of its ability to address the highest threat, harm and risk demands. He described a three stage approach to achieve this.

- Stage one will run until the end of 2020 and will involve a review of NPAS governance, funding and spending, and will seek to optimise resources and deliver the user requirement in full.
- Stage two (2021 to 2024) will support the introduction of new helicopters, take advantage of technological developments in unmanned aviation and maximise the use of aeroplanes.
- Stage three (2025 to 2030) is about developing stronger collaborative arrangements with other aviation partners.

He explained that 90% of the NPAS budget is spent on delivery and only 10% on management on-costs, so there is limited scope to make savings. Performance is improving with 92.2% availability against a target of 96%. He described aeroplanes as a challenge to bring into service due to the extensive regulations. They will be in service by the end of 2019 in a 'patrolling' function, so some form of national tasking process will be agreed. He explained that the use of drones requires further national governance, standards and consistency around things such as training, procurement and safety standards.

A number of chief constables expressed broad support for the strategy, describing a very challenging issue which Rod Hansen is working hard to resolve. However, they described a legacy of poor decisions that have left chief constables having to resolve a range of problems. It was further described as an example of the tension between operational delivery and governance. A number of chiefs stressed that the focus must now be on finding a solution, otherwise there is a risk that the service will be left with no air support at all while they repeatedly debate the user requirement.

The existing funding arrangements were described by some chief constables as a 'race to the bottom' as chiefs reduced their use of NPAS to reduce costs. Some chiefs explained that they are no longer using NPAS helicopters at all due to cost.

Chiefs expressed concern that the issue of future funding has yet to be resolved, which leaves them in the difficult position of being asked to agree a strategy which includes investment in expensive equipment without knowing the cost and benefit implications for the force. Similarly, this lack of detail around cost means that other decisions in forces are impacted as there are interdependencies. Concerns were also raised about the specific investment in fixed-wing aircraft, with some chiefs suggesting that the benefits have not been properly articulated – particularly the benefit to large cities.

In terms of timeframes, concerns were raised that stage one should have a shorter timeframe than 18 months, and that the five year review is too far away given the speed of advancements in drone technology.

Action: Rod Hansen and Martin Hewitt to identify how the timelines can be accelerated.

The chair summarised the position and asked chiefs to agree to ratify version 3 of the user requirement.

Chief constables Pete Goodman (Derbyshire) and Craig Guildford (Nottinghamshire) stated that they could not support the decision. All other chief constables agreed to ratify version 3 of the user requirement.

8. FUTURE NATIONAL CAPABILITY MODEL FOR POLICING – PARTIALLY CLOSED

Mike Barton explained his proposal to move the NPCC's current co-ordination committee structure to one based on capabilities. He described the current situation with portfolios and working groups, stating that it is not always clear how they connect and that there are too many silos. He described how Counter Terrorism Policing had a similar structure, which has brought benefits, and that the NCOCC structure has also been transformed to focus on threats and capabilities to transcend silos. He emphasised the need for an 'engine room', stating that where there used to be 'staff officers' NCOCC now has 'capability managers'.

Paragraph redacted

Gavin Stephens described a similar approach taken in respect of neighbourhood policing, explaining the four stage process that had been taken. He spoke about defining the capability, strategy and planning, implementation and benefits evaluation.

Martin Hewitt explained that he was keen to begin a piece of work, and, whilst this is one model, it is not the only model. He suggested the principles are more important than the specific model at this stage. He highlighted that there is wide agreement that something is required to help deliver policing at a national level, and that may flow from this narrower piece of work. He asked for chiefs views on whether using a capability approach is the right solution, and questioned whether funding for 'engine rooms' was necessary.

Chiefs agreed that there is a need to review the structure, suggesting the current situation is difficult to sustain and can create duplication and confusion as to who is responsible for what. It was stressed that the NPCC must not be too quick to 'fill a gap' in the national landscape when one is identified as it often means policing taking responsibility for issues outside of its remit. Further concern was raised that some capabilities need to simply be sustained – not all capabilities need to 'change and transform'.

Chiefs agreed that funding is most critical issue and engagement is required to explain the changes fully to stakeholders.

Further concerns were raised about how transferable the model is i.e. the capabilities model applies to crime, but it is less clear how it might work in respect of matters such as criminal justice. Enabling

programmes (such as digital public contact) sit outside of the traditional co-ordination committees so also need to be considered. Similarly, the terminology was challenged as 'threat' does not always appropriately describe the priorities in some co-ordination committees (e.g. missing persons).

In terms of the 'engine rooms', chiefs suggested that programme support is a skill in itself and must be incorporated into 'engine rooms' but caution must be taken to not simply employ retired police officers.

Mike Cunningham suggested that the relationship between the College of Policing and the NPCC is unclear and any review must consider the mutuality between the two entities. He suggested that a capability model could help with that and so the College of Policing is supportive of commissioning this work. A question was raised as to whether the NPCC is the correct place for this national work and whether the College of Policing is more appropriate, particularly as chief constables are an integral part of the College.

The Chair summarised that chiefs had expressed support for reviewing the model and exploring new options. Mindful of the various caveats and cautions raised, he agreed to commission a design phase piece of work and circulate draft terms of reference. This will include the costs and resources associated with such a model.

Action: Martin Hewitt to commission a capability model design phase piece of work and circulate draft terms of reference to chief constables.

9. NATIONAL ECONOMIC CRIME CENTRE (NECC)

Ian Dyson introduced the item by informing chiefs the NECC has been created to deliver a step change in the UK response to, and impact on, economic crime. For the first time, the NECC brings together law enforcement, justice agencies, government departments, regulatory bodies and the private sector with shared objectives of driving down organised economic crime. Ian Dyson introduced Greame Biggar, Director General for the NECC with Karen Baxter as NPCC lead who provided an overview of the work and priorities of the NECC.

Both presenters thanked the chair for inviting them to Chiefs' Council and explained to chief constables that the main priority of the NECC going forward is to coordinate and task the UK's response to economic crime, harnessing intelligence and capabilities from across the public and private sectors to tackle this crime in the most effective way. Currently economic crime has a major impact in the UK with estimated costs of £190bn and 3.4m incidents of fraud in England and Wales.

The NECC launched on the 31 October 2018 with officers or representatives from agencies such as the National Crime Agency, Serious Fraud Office and City of London Police. The NECC has jointly identified and prioritised the most appropriate type of investigations, whether criminal, civil or regulatory to ensure maximum impact. The priorities of the NECC going forward are to ensure integrity, transparency, value for money and to have an effective governance procedure in place. They are building good, professional relationships with other policing partners. The NECC are maximising the use of new powers implemented, across all agencies to tackle illicit finance.

The NECC is adding value by more criminals being disrupted and prosecuted whilst achieving benefits for the police service in providing access to the best intelligence and data, access to specialist operational tools and capabilities and by setting national priorities to inform resource deployment and investment. Police forces will have access to national specialist services and intelligence analysis and the NECC can provide help in case escalation from regional and national level to access ROCU, NCA and wider national agency investigative capabilities.

Currently the NECC is evolving through incremental 19/20 uplifts in illicit finance funding and capability and is making the best use of combined operational capabilities, data and intelligence to target the high end of high risk across economic crime.

Karen Baxter highlighted a number of ways the NPCC national portfolio has contributed to tackling fraud nationally, regionally and locally as follows:

- Serious fraud investigation training provided to 238 officers across the country in 18/19 under Police Transformation Funding (PTF) with a further 336 to be trained in 19/20.
- Direct entry fraud investigation piloted in Merseyside & Hampshire forces.
- Fraud development officers have been established in every region.
- Implementation of HMICFRS recommendations to improve identification and dissemination of good practice.

Both presenters requested chiefs to help on case referrals, to look at more secondment resources and sharing force current pictures of threat.

Chiefs expressed appreciation for the hard work completed already with the NECC and supported building and investing in new capability to tackle economic crime focussing on priority threats and individuals whilst building public confidence. Chiefs discussed the recommendations in the presentation and agreed publishing force policies for responding to and investigating allegations of fraud should be done going forward whilst ensuring processes are in place to accurately and efficiently report fraud outcomes. All chiefs agreed that more work is needed in prioritising victims of this crime type.

Both presenters informed chiefs they are driving detailed work around the care of victims by working with the economic victim crime unit and by putting victims at the heart of the strategic threat risk assessment. Work is currently progressing to help forces identify and support vulnerable victims faster. More information will be shared on this with forces over the next 2 months.

Chiefs noted the update and committed with the NECC to help deliver a system-wide response to economic crime.

10. MAXIMISING THE BENEFIT AND LEARNING FROM FORCE MANAGEMENT STATEMENTS

Sir Tom Winsor said HMIC's role is to inspect and report on efficiency and effectiveness. Force Management Statements (FMS) are critical to understanding the capability, capacity and demands on police forces and also are a major instrument for accountability. Forces need a four year plan

detailing the resources and assets, including an outline on how chiefs will develop their plans to meet future demand. The FMS findings provide a comprehensive and consistent view of demand on resources and also highlight the importance of police wellbeing. Sir Tom Winsor said it is critical that welfare flows through all policing and this is a key part of the FMS. He also feels that forces can only be efficient if they are able to detail demand and resources. It is also essential for the strategic policing requirement that both the regional and national picture is taken fully into account.

Sir Tom Winsor said they launched the FMS consultation using information from 13 pilot forces in 2016, feedback from the Peel process and annual data requirements. As a result of the consultation they reduced the specification requirements and provided a standardised template. While asking for forces to comply with these requirements local conditions will always be reflected and because of this there will be variations in the information from forces.

Sir Tom Winsor is aware that the workforce is under strain and the police service is competing for resources from other public sectors. FMS will assist chiefs in putting forward to government the case for policing. It's not always clear from FMS returns why demand is increasing and the ability to assess future demand is a challenge. Forces used routine monitoring information to quantify demand with the assumption that it will continue in the same gradient. There wasn't sophisticated analysis around the reason for demand and many forces didn't outline the benefits they expected to achieve.

The FMS will be improved when a number of conditions are met:

- When FMS are produced as part of the decision and planning cycle processes
- When the processes is led by the deputy with commitment of the full chief officer group.
- When there is a willingness to discuss issues and challenges, openly and honestly as a team.
- That forces use the information generated from their FMS to improve and change.

Sir Tom Winsor said that the HMIC inspection is an ongoing process and FMS is a major contributor to this process. He said there needs to be an ongoing evolution of this continuous process and he confirmed that FMS Two has now been launched. There is a requirement for greater standardisation of reporting information to gain a more reliable picture. Once all the FMS are aggregated there will be a national overview.

15 forces have published their FMS and Sir Tom Winsor feels it is important for all forces to share their FMS for collective learning. The FMS working group is a collaboration and is very valuable. The FMS information helps to show that future demand is greater than the available assets and resources and therefore provokes a conversation with politicians about what should be prioritised or what additional funds are required to meet the increasing demand.

Craig Naylor talked about the experience of Lincolnshire Police and said they realised they had a lack of understanding of demand, had gaps in their capability and financial planning. They have used their FMS to consider their resources, to engage and drive their agenda with their PCC in order to be a sustainable organisation. Using the FMS as the key information source they were able to run a

demand program to aid their financial planning and identified their good practice and prioritised expenditure.

They also developed a risk management tool to assess Lincolnshire's demand and plans to address the gaps. They carried out this process twice and identified a change. Additionally they decided to make the FMS a public document and used it in conversations with the Home Office about funding required to sustain their activities.

Craig Naylor explained they produced their FMS using section leads and a challenge process. They have developed their evidence through case studies and have identified examples of good practice. They will next be engaging their PCC in the process.

Karen Mellowdrew explained that they have reviewed all 44 FMS and provided key points below:

- Forces are redefining the services they provide – some forces are considering not to deploy up to 50% of demand. The impact of non-deployment decision on outcomes needs to be understood - such as deskilling of staff, lack of knowledge of offenders and regulatory changes to disclosure and bail outcomes.
- Forces consistently report that budget cuts are having an impact on their ability to implement prevention programs and problem solving.
- The reduction in budget has reduced the ability and capacity in service provision of specialist functions and these functions are now being carried out by neighbourhood units – there may be a safeguarding risk.
- These findings have been used by the NPCC to report to the Home Office and the Treasury to further evidence the funding requirements to carry out important prevention activities.
- Finally forces are consistently reporting that there is a lack of data and analytical capability across the service.

Karen Mellowdrew said the FMS observations statement paper makes the case that improvements can be made if further funding is made available. FMS can drive further benefits across the service through capturing key points of strain and evidence improvement in delivery of business management capability – this is a key requirement from the Treasury.

FMS can be used to demonstrate value for money to the public, gain increased legitimacy and in turn secure funding for a quality service and this can only happen if FMS are shared across the service.

11. THE FUTURE ALLOCATION OF NATIONAL ICT CHARGES

Michelle Skeer explained that she was seeking agreement in principle to explore the impact of moving from the current method of allocating national ICT charges based on grant, to one based on Net Budget Requirement. She explained that the current focus is on ICT charging, but this could be applied more broadly at a later stage. She expressed concern that without agreeing this principle, the same conversation will continue to be repeatedly raised at Chiefs' Council.

It was noted that this proposal in itself does not solve the systemic problem with police funding. Some concern was expressed that a wider debate about the funding formula may be required, or a more holistic debate about funding more generally, which would include non-Home Office police forces.

Chiefs suggested that the preparation of a report for July's Council should be supported as it is simply about exploring the issue and providing an evidence base at this stage.

Action: Report to be submitted to the July Chiefs' Council meeting.

12. REVIEW OF DECISIONS AND WRAP UP - See circualted decision table

Day 2: 09:00-13:00

18 April 2019

13. CHIEF CONSTABLES' GENDER REPRESENTATION

Giles York said that it is important that the gender balance within policing is understood and there is a commitment to improve the situation. Currently at chief constable level the numbers of women have dramatically reduced whereas the gender balance at chief officer level is much more representative. He asked if chiefs recognised this as a problem and asked, if this was the case, what chiefs could collectively do to change this.

The following points were discussed:

- Unconscious bias taking place in panels recruiting female chief constables
- Chiefs' Council to progress on the working relationship with PCCs regarding the gender representation of chief constables
- Chiefs feel that currently women police officers' experience of the promotion process is discouraging them from progressing. Chiefs noted that the turnover is lower for female chiefs compared to male chiefs and there are barriers to get women progressing at the same rate of men.
- Chief constables are responsible for the pipeline of chief officers and therefore chiefs should reflect on what they could do to redress the balance.
- There is a need for chiefs to make a declaration around their deep concern with the gender gap and to make reference to this being a critical incident.
- A clear evidence based plan needs to be produced, including outlining an accountability structure, engaging with ministers and the College of Policing looking to publish a statement of intent
- It is essential that the College of Policing take a role in coordinating the appointments and communicating when women are appointed as chief officers that it is because of their merit.

- To address these barriers, additionally there is a need to engage with women police officer networks, consider fast tracking programmes and formalising the mentoring and support outside the Senior Command Course.

Action: The NPCC Chair will highlight the very serious concern of Council regarding the gender representation of chief constables.

Action: Martin Hewitt and Mike Cunningham to revisit and reinvigorate the work commenced in 2018 regarding the relationships between chiefs and PCCs.

Action: Martin Hewitt will engage with the Director-General, CPFG regarding the role of the Home Office in improving the representativeness of chief constables. This was the action he agree so don't think it should be changed

14. NPCC POSITION OF POSITIVE DISCRIMINATION

Ian Hopkins explained that the NPCC does not have a position on about whether it supports or not legislative changes to enable positive discrimination rather than positive action. It is 20 years since the recommendation from the Stephen Lawrence Inquiry and there have been discussions at HASC and the Cabinet Office on this topic and therefore chiefs need to agree their position.

In November last year the NPCC toolkit and strategy was launched and there is continued support for using the toolkit and the powers that the police already have. However, Ian Hopkins suggests there is another issue that is influencing this debate which is the operation imperative on the 'race for talent'. He explains that policing is competing with the best organisations and companies in the public and private sectors. The challenge to policing is to attract the best talent into policing and the perceptions of staff associations within policing is the pace of change is too slow.

Ian Hopkins introduced George Hamilton to talk about the positive discrimination legislation that was in place in Northern Ireland. George Hamilton explained out of the Patten Commission there were 175 recommendations to support communities of Northern Ireland. From this, there were three main principles; strong accountability, a human rights approach to policing and to be representative – the organisation should be reflective of the community it serves.

George Hamilton explained in PSNI there was extremely low representation from officers from the Catholic community. In order make an accelerated change a political decision was made to introduce positive discrimination - this became known as 50:50 legislation. For every person from the Protestant community who was selected to be a police officer the next person selected had to be a person from the Catholic community. In the 10 years that the legislation was in place the representation changed from 8.3% to 30.8%.

To create this change one of the first steps was to offer severance schemes to create vacancies in the service.

George Hamilton noted not only did they see an increase of applications from religious communities but also saw increases in applications from women.

Issues for consideration:

- How sustainable is this when this scheme is stopped?
- Does there need to be wider societal change?
- People who didn't get selected were offended and resentful of the legislation.
- There was a myth or propaganda supported by some of the media stating that standards were dropped for those candidates who were Catholic. This was not the case.
- Is this a decision for chiefs or should it be the political leadership who make the legislative decision to change.

The following discussion took place between chiefs: -

- It is unclear if a positive action policy would get the desired outcomes and there is a need to consider the public reaction of doing this.
- Equal merit provision should be discussed with the Home office.
- There needs to be clarity around the implications of S.159 legal case for the future application of positive action
- The vetting criteria and recruitment process needs to be reviewed as in their current form may undermine positive activity.

Chiefs did not agree that there is a need for legislative change around positive discrimination but reaffirmed their commitment to the delivery of positive action programmes to assist in improving workforce representation and diversity across the service.

Action: Martin Hewitt to raise with the Home Office the implications of the S.159 legal case for the future application of positive action.

15. PAY AND WORKFORCE REFORM

Mike Cunningham described the priority areas of reform including initial recruitment, entry routes, advanced practitioner and professional development. He moved on to describe the Workforce Development directorate at the College of Policing, and gave an update on the results of the self-assessment by forces.

Matt Jukes summarised some of the ongoing challenges being tackled within the Pay and Conditions portfolio, including pension challenge, maternity pay, historic overtime claims, fixed term appointments etc. He emphasised the urgency and importance of many of the portfolio issues.

He moved on to describe the specific activity around pay reform. The overarching aim of the programme is to link police pay to skills and contribution of service rather than time served. He described pay benchmarking, and the police-specific "P-Factor". He emphasised that change should be led by evidence rather than considering affordability as the first principle. He explained the need

to prioritise activity within the pay reform programme with reference to what brings the most benefits. He spoke about the importance of equality impact assessment and of staff association engagement.

Finally, Matt Jukes highlighted his primary request to chiefs, which is for an Assistant Chief constable/chief officer to be seconded to support this work, funded by £150k of Police Transformation Fund money. He suggested the person needs to understand policing organisations but does not need to be a finance or HR expert - programme skills would be better. He also asked for any other senior practitioners to form part of the working groups and extended chief officer steering group. Chiefs agreed to consider candidates and to consider joining the steering group.

A discussion followed regarding the fact that pay reform may not result in a cost-neutral outcome, yet no other public sector pay case has been agreed on any other basis but cost-neutral. Chiefs agreed that there is a need to explore and challenge whether the necessary reform of pay can be delivered in a cost-neutral way.

Chiefs endorsed the principles set out in the pay reform paper and the prioritised timeline of activity, and agreed that all forces will engage with Matt Jukes regarding the pay reform programme.

Discussion moved to the issue of fixed-term appointments at DCC level, and whether or not, and to what degree this is impacting on the number of applicants for roles at that rank. Matt Jukes agreed to take an evidenced-based approach to exploring this issue in more detail.

Matt Jukes provided brief updates to chief constables regarding some specific ongoing activity, namely the 'pension challenge' and superintendent's on-call allowances. In relation to the latter, concern was expressed that this could prove very divisive if some ranks are paid bonuses and others are not. Matt Jukes agreed to carry out some financial modelling and bring the issue back to Council at a later date.

Action: Matt Jukes to carry out some financial modelling regarding Superintendent on-call allowances and bring the issue back to Council at a later date.

16. ANY OTHER BUSINESS AND SUMMARY OF DECISIONS & ACTIONS - See circulated decision table

DATE OF NEXT MEETING

The next meeting will be held on 17-18 July 2019.

