

The Specialist Capabilities Programme- Phase One Report

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Aim of this paper

This paper presents the findings from the first phase of the Specialist Capability Programme to Chief Constables and Police and Crime Commissioners.



1. Foreword

Rationalising the delivery of the increasingly technical specialist capabilities that underpin the most critical areas of policing is not a new challenge; indeed it has been a matter of discussion for at least twenty years. That debate has made slow progress, not least because the issue became entangled in the larger question of police structures.

Encouraged by government, forces embarked upon a complex process of collaboration at regional and sub-regional levels that has altered the delivery of many specialist capabilities without necessarily addressing all of the underlying challenges of scale and sustainability. This was done with limited centralised support and mechanisms.

This was the historic backdrop to the early stages of the Specialist Capabilities Programme. There may have been an expectation that the Programme would confine itself to tactical interventions to improve the specialist capabilities it was charged with examining. It was clear, however, that such an approach would yield minimal benefit and that even modest proposals might not generate enough support to allow them to advance.

Describing a new context that could, in time, take on some of the characteristics of a national operating model was highly problematic given the widely differing perspectives of the many stakeholders. In fact, the imperatives that drive the Programme are less about immediate operational concerns and far more about delivering sustainable improvement in public safety – not the ‘burning platform’ that would easily create consensus. Nor should the emotional investment made in current collaborations be underestimated.

The Programme has listened hard to its stakeholders and drawn heavily upon current change management expertise. It has concluded that an incremental approach is the only possible route forward, attempting to move on a path from a fragmented present to a future of planned interdependence. This approach respects current force structures and governance and is supportive of the ‘street to global’ ambition of the British Policing model. It is only possible to follow this route because new technology is offering attractive, dispersed models that can deliver the benefits being sought, in ways that are less disruptive.

This report is structured in five parts. The next section considers the context and case for change and provides an overview of the method followed. Section three argues for movement towards a future national delivery model based around the concept of ‘Networked Policing’. Section four explores the capability areas examined by the Programme to date and offers proposals based on both the ‘network effect’ and more conventional approaches to improvement. Finally, section five provides recommendations, supporting capability-level proposals and some suggestions for the next stage of the Programme.



2. Introduction

2.1. The case for change

Policing is not alone in considering the question of how increasingly complex and expensive specialist capabilities can be delivered in the context of a universal geographic service. In the Health sector, there has been a steady move away from the District General Hospital (which provided near universal care), to regional and national centres of excellence, where expertise and technology can be focussed in the best interests of the patient. A similar trend is seen across the public and private sectors.

It has been argued for some time that police forces, with widely differing scale and demand complexity, cannot all offer the same service mix. This view is shaped not by current crises but by an appreciation of future demands and opportunities.

The Programme has sought to articulate the case for change by focussing on changing demand, internal challenges and future opportunity.

2.1.1. Changing demand

The threats that policing seeks to mitigate have become more complex and less geographically based. Citizens are routinely victims of crime as a result of actions taking place on the other side of the world. Traditional geographically bound force structures are ill-equipped to meet these new challenges.

The policing response to specialist capabilities requires highly skilled and expensively trained officers using appropriate technology to accredited evidential standards. Without constant investment, it is foreseeable that the fight against organised crime will become increasingly asymmetric as criminals' capabilities develop faster than in policing.

The public expects a robust and professional response to these new challenges but not at the cost of traditional policing services. It will become increasingly difficult for individual forces to meet the growing demands of local policing while simultaneously investing in specialist capabilities as budgetary pressures continue.

2.1.2. Internal challenges

It is not the contention of the Programme that current delivery of specialist capabilities is broken. There are some gaps in service delivery but equally there are pockets of excellence that could help generate improvement across the sector were it easier for good practice to spread.

Delivery of specialist capabilities is, however, highly fragmented based as it is on force structures. Collaborative activity has yet to change that pattern fundamentally and in some cases has simply created a new set of boundaries. Only in a few thematic areas does the ability to brigade or surge resources exist as part of business as usual. Generally, the whole is currently less than the sum of its parts with service delivery only loosely prioritised to threat and harm.



Recently, there has been specific government investment in some Regional Organised Crime Unit (ROCU)-based capabilities and wider development work, often associated with emerging collaborations. There are a number of issues that make further progress difficult: leadership at a national level is based on committed but essentially part time contributions; new technology is hard to introduce given the need to align budgets and procurement processes; and there is a general lack of investment in innovation. In this fragmented context, attempts to introduce new capabilities have been very challenging.

2.1.3. Future opportunities

The case for change becomes most powerful when looking at future sustainability of capabilities. In the context of a dynamic threat picture, current capabilities lack a strong strategic direction to keep pace with new demands. They need appropriate innovation, research and development capability and the agility to change business processes.

Significant renewal of much of the policing infrastructure is overdue. In the light of these challenges the police service must best position itself to take advantage of the Home Office Transformation Fund.

2.2. Programme Outcomes and Programme Vision

It was in the context of the above case for change that the Specialist Capabilities Programme was born. It began by developing, in consultation with senior stakeholders, the following Vision Statement:

“To better protect the public, we will enhance our response to new and complex threats, developing our network and the way we deliver specialist capabilities by reinforcing and connecting policing locally, nationally and beyond.”

From that Vision Statement, the Programme Outcomes were expressed against four benefit areas:

1. To increase effectiveness;
2. To be more efficient;
3. To provide sustainable services;
4. To improve governance.

2.3. Methodology

The Programme methodology operated in three parts: Engagement; Capability Reviews; and Concepts Development. The three workstreams have run concurrently.



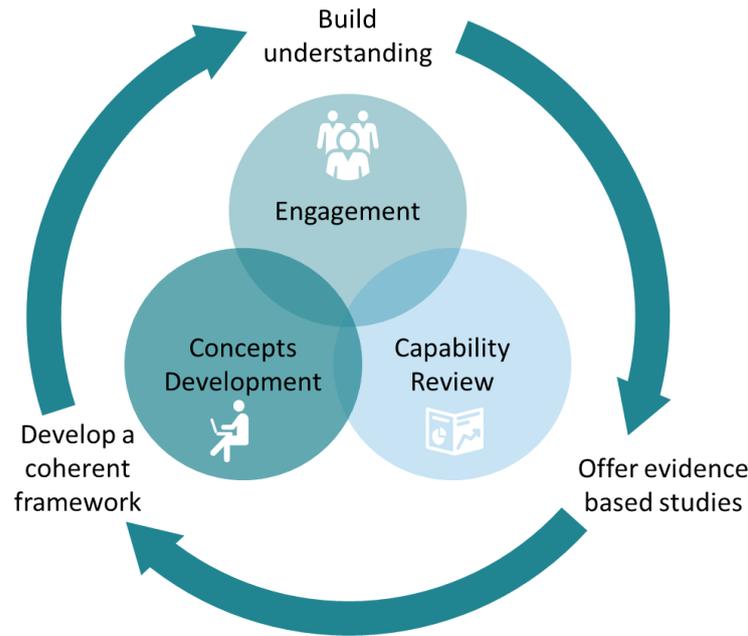


Figure 1: The Programme Approach



Engagement:

The programme took the view that its mission was more political in nature than technical. For that reason, deliberate, early attempts were made to stimulate debate across the police stakeholder community.

The Programme team engaged with Police and Crime Commissioners and Chief Constables individually and collectively through regional meetings. It took opportunities created by the July summit meeting and Chief Constables' Council, but also held two of its own events in June and July. It retained close links with Home Office colleagues with policy leads for Police Transformation and Specialist Capabilities and liaised closely with the Police Infrastructure Programme and the Serious Organised Crime Efficiency Review.

Finally, the Specialist Capabilities Board, the Police Reform and Transformation Board and the Home Office Strategic Capabilities Board provided objective critique of the Programme's development.



Concepts Development:

This work ultimately led to the development of thinking on Networked Policing. It was influenced by close cooperation with Professor Hamish Scott, who provided insight on delivering change in complex networked organisations. Further support came from a Policy and Economics team who provided insight into an economic view of the policing network.

The work on Governance was remitted to the team led by PCC Paddy Tipping and further support by a commissioned product from the Police Foundation.



The ideas were synthesised within the team and subjected to scrutiny through dialogue with stakeholders and directly through the Red Team event (a session comprising Officers of diverse ranks, skills and organisations to 'challenge the concepts, plans and products of the Programme').



Capability Review:

This workstream focussed on the five capability areas and was heavily influenced by professional practitioners. The Programme developed hypotheses, collected data from all forces in England and Wales including the NCA before completing detailed analyses of each capability. Meetings with NPCC Leads were followed by multiple, practitioner workshops and meetings. Findings were tested with professional communities and the Red Team.

It was decided, at an early stage, to seek formal stakeholder support for the Programme's general direction of travel and for outline proposals on the five capabilities. This will be achieved through the Chief Constables' Council and the APCC Autumn General meeting in October.



3. Networked Policing

This Programme did not confine itself to the individual capabilities in scope, but also considered the operating environment required to make the proposals successful.

The Programme began by looking at the critical dimensions of this new operating model but concluded quickly that a more holistic approach would better describe the desired position.

The Programme adopted the term 'Networked Policing' to capture a range of operating model characteristics. Described simply, this proposed new state is based on the continued operation of existing police forces, with individual Chief Constables retaining operational independence, held to account by a local Police and Crime Commissioner. However, tangible steps over time have strengthened the links between these bodies; they have built a 'planned' interdependency that allows forces to deliver critical specialist capabilities to higher levels of efficiency and effectiveness whilst remaining in a local policing context. Existing national organisations, notably the National Crime Agency (NCA), College of Policing and National Police Chiefs Council (NPCC), play a pivotal role in making the network operate effectively and linking it to the world beyond British Policing.

Networked Policing could be characterised as a rebalancing of the relationship between territorial policing and the delivery of specialist capability that aims to retain the best of the local model (which remains the bedrock of the British policing model), while providing an agile response to new and existing threats.

3.1. Why does the Networked Policing model appear attractive?

3.1.1. It still delivers efficiency and effectiveness

The case for change demonstrates the need for effectiveness and greater efficiency in the delivery of specialist capabilities. Traditionally, the police service has sought these gains by creating larger operating units. This default reliance on structural change has shaped the debate around force mergers and regional collaboration.

In some areas of the very highest degree of specialisation, larger operating units could present advantages. However for most of the capabilities being examined by this Programme, the economies of scale being sought can be achieved increasingly through dispersed operating models using new technology to sustain a network. The principle of moving the work rather than the people is much less disruptive than the more familiar structural change. It offers lower start-up costs and avoids the transactional challenges of harmonising terms and conditions.

3.1.2. But it protects the British Policing Model

The preference for networked solutions to specialist capabilities avoids the fear that smaller forces could be 'de-populated' as resource moves towards areas of high demand. In so doing, it substantially overcomes the political risk that smaller forces cease to be viable. The current model of governance and accountability based on force boundaries remains, encouraging a responsiveness in the way that local



policing is delivered. Importantly, Networked Policing does not create new organisations that could bring jurisdictional challenges interrupting the flow from 'street to global' which is fundamental to the British Policing model.

3.1.3. Building on what we've got

Another benefit of the Networked Policing approach is that it enables the service to build onwards from its current position. Purists might have hoped that the Service would have followed a more phased, strategic approach as it entered the era of collaboration. Attempting to unpick these arrangements on the grounds that some are sub-optimal would now be an error, not least because it severely underestimates the emotional buy-in that exists following some very testing periods of negotiation. Networked Policing proposes absorbing these various existing collaborations within its overall development (although in the longer term, a degree of change and growth could be expected).

3.1.4. Meeting new challenges in a systematic way

The Networked Policing approach offers not only the means to combat threats faced today, but also an approach that gives future flexibility. Increasingly, threats come not from a single source but from networked criminality. Networked Policing will allow the police service to meet that challenge. Policing, through NPoCC and the concept of Mutual Aid, has mechanisms to share short term operational risks. Networked Policing would build on this so that longer term issues and business as usual challenges also benefit from sharing risk and reward.

3.2. Networks – an academic view

The concept of networks to describe organisations or sectors is in vogue; new technology has stood traditional notions of command and control on their head. Citizens and, indeed, our workforce, understand that they are part of ill-defined social networks and increasingly access goods and services through processes that reduce cost and increase choice by encouraging the network to maximise resource utilisation (Uber, AirBnB etc.).

Academics point to the strength of a network as a form of organisational design that can quickly reshape to meet new challenges and optimise in an agile way to an evolving environment.

Although rarely described as such, UK policing is already a network operating to a broad, shared purpose of protecting the public. Like other networks, its creative talents sit not in the centre but are distributed close to where service is provided and difficult operational decisions are made.

Academics assert that for networks to be effective, they have to be nourished. They use descriptions like 'nodes' (which in policing refer to forces), and 'linkages' (which may be policy, information flows, technology or culture). Most developed networks also have 'brokers' which consciously seek to make the network operate more effectively. Although policing has some brokers including NPoCC, the College of Policing and NCA, it seems generally to have under-invested in this area. The current network relies heavily (perhaps too heavily) on informed support from the nodes in



the form of NPCC, committees and portfolios. In the face of growing technical challenges, however, it is questionable whether this this part-time and ad-hoc approach to the coordination of the network can survive.

Capabilities are likely to adopt differing delivery models depending on the precise nature of the service under consideration and local geographic factors. A balance must be struck between using a unique, local service delivery model and a single one-size-fits-all model. Given economic factors and local geography, a single model is unlikely to be appropriate for all policing services. Instead, forces should deliver specialist services as part of a wider network or draw on services provided by others in a standard way, which offers transparent value, standards and access arrangements.

The next section examines a range of steps required to make the policing network fit for purpose.

3.3. Developing the network

The Police Service already has many of the characteristics of a network, but the Programme has identified a number of interventions that would, over time, strengthen the way that the network functions. These are collected under three headings: producing a data set; developing a 'trading' mindset; and leadership. Ultimately, for the network to function effectively, there would also need to be some strengthening of police governance in the way it impacts beyond force boundaries.

3.3.1. Producing a data set

The Programme has been struck by how difficult it is to gain a cross-organisational view of how capabilities operate in terms of their inputs and particularly outcomes. Most forces gather some data but the lack of shared definitions and single technology solutions makes it hard to combine the data into a single picture.

Looking forward, police leadership will need this level of insight if it is to make mature judgements about operational interventions and investment decisions. Good data is also the root to improving resource utilisation.

Opportunities do currently exist; the case study below shows how, in a few hours, external analysts generated a different operational viewpoint by combining force-level data.





As part of the analysis for the Specialist Capabilities Programme, the team developed an interactive dashboard for the publically available STATS19 accident data to support the Roads Policing analysis. The work described below took one analyst three days to complete (half of which was to build the dashboard and the other to analyse the data).

The team identified the data needed and collated it. They cleansed it, removing incorrect, incomplete, or duplicated data and transformed it into a consistent format. It was uploaded into an off-the-shelf data visualisation tool and a series of interlinking charts were built. These charts allow users to select a variable such as time of day, and overlay it with other variables such as number and severity of accidents.

The team used the dashboard to manipulate and explore the data and to gain unique insight into how the statistics might be interrelated and to deduce causality.

These charts and dashboard can be refreshed easily in the future. The same process could be undertaken with data sets across capability areas, enhancing the business intelligence available to the police without the need for complex and expensive challenges associated with building a centralised database.

3.3.2. Developing a 'trading' mindset

While the Programme has agonised over the most appropriate terminology, it is convinced that there is a group of behaviours and mechanisms that the police service should adopt to improve the functioning of the network. This will enable it to 'trade' services to each other. The word 'trading' here does not denote profit, or individual advantage, but speaks to a mutual or collegial benefit that would be derived if forces could rely more readily on services produced collectively or elsewhere that give higher quality or lower cost.

This trading environment must be based on a strengthened sense of shared purpose. A prerequisite of any network is that it is built upon a joint vision. At one level, every element of the police service could unite behind a commitment to better serve and protect our communities. For the network to develop, however, a clearer statement of intent is needed. The recent endorsement of the vision statement is an important opportunity which, if developed further, could begin to provide elements of an 'end state' for the network to build towards. This would provide those charged with developing specialist capabilities a greater sense of direction.

In terms of the routine operation of the network, a critical building block is the development of a shared understanding and common definition of risk. This would underpin improved resource utilisation across the network.



Increasing support for the Management of Risk in Law Enforcement (MoRiLE) concept provides a promising foundation for this work; growing the use of harm indices would also be beneficial.



There are many ways to calculate risk. The MoRiLE Programme (also presenting to the Chief Constables' Council in October 2016) is seeking to develop a common methodology and language for Law Enforcement Risk Modelling. A recommendation emerging from this work, (which has involved a wide stakeholder set spanning UK and International Law Enforcement as well as academia), is to standardise how policing quantifies and measures risk and harm. Having a common approach to risk is essential to the concept of Networked Policing as the network requires well understood goals across the policing network based on clearly defined measures, a common language and standardised processes such as tasking and co-ordination, prefixed on risk.

An important opportunity, supported by the leadership proposal later in this section, is to implement a more consistent and objective use of Strategic Risk Assessments (STRAs). These are important in driving the current scale and future direction of specialist capabilities at force level. Too often, however, they are not subject to sufficient professional challenge and are used as post-hoc justification of existing arrangements.

Improved data, combined with a shared understanding of risk, will encourage a network view of demand to offer approaches and solutions that lead to improved resource utilisation. This trend would be further encouraged by incremental steps towards greater interoperability. Early action would include improved adherence to existing standards. The Programme has been drawn in its dealings with expert practitioners across the five capabilities, to the gap that still exists between written national standards and operational adherence on the ground. The journey towards full interoperability is even longer and more complex.

The Counter Terrorism (CT) network is in many ways an imperfect comparator. However, it is now able to surge resources to meet demand across a range of disciplines, has developed shared definitions of demand and is achieving common data handling standards.

The final steps towards the 'trading mindset' require the agreement of a set of 'rules' that encourage entrepreneurial activity by police leaders by minimising the transaction costs of conducting such business. The Programme is very firmly of the view that rules and behaviours should evolve and not be forced. The spectre of 'mandation' (or threat!) has hung over the specialist capabilities world, and its previous application has led to highly complex and protracted negotiations aimed at achieving consensus. The purpose of agreed rules should be to shorten processes while accepting that choice and control is retained by forces. At the same time, the trading environment should encourage proposals to arrive in a more consistent manner that clearly demonstrate cost effectiveness and value, making decisions easier to make (and harder to avoid!). The considerations introduced in the next section of the report offer some early thinking about how opportunities could be assessed quickly and objectively.



One area that the Programme offers comment on is the question of how cost and benefit flow across the network. An economist's view is outlined below.



Summary of economist view

If forces are to begin to collaborate more, economic theory must be considered to enable fair access and transparency. There are two key “dimensions” which economics suggests are key to governance within a network: The payment dimension (whether services are made on a ‘pay as you go’ basis, a ‘subscription’ basis or a hybrid of the two); and the delivery dimension (whether a force ‘subcontracts’ the service from another force or establishes a ‘shared’ model where two or more forces effectively come together to jointly deliver a service). Forces need to consider both of these dimensions when adopting ‘Networked Policing’.

3.3.3. Leadership

The issue of leadership is critical to the delivery of Networked Policing. At present, more than 90% of senior police leadership is ‘landlocked’ in territorial forces. This places a primary focus on the delivery of local police services while thematic areas, including specialist capabilities, receive secondary attention through the various NPCC committees and portfolios.

This approach has not changed substantially since modern policing was born in the nineteenth century, yet the complexity, cost and significance of these functions has grown exponentially. While this ad-hoc approach is expensive to operate, (spawning as it does a vast supporting structure of working groups and meetings), it is the effectiveness of this approach which is challenged in this report.

The commitment of senior officers involved in specialist capability portfolios is not in doubt, but their effectiveness is limited by the requirement to deliver their core territorial role. In practice, this means that specialist capabilities are not being managed against an agreed strategy and research and development are severely underdeveloped.

The Programme strongly recommends that full time leaders of at least ACC or equivalent level are appointed to oversee the capabilities examined in this report. Precisely defining these roles and embedding the right level of support will take time but this should be treated as a learning opportunity for the service. The Programme would support the individuals, bringing them together regularly to understand the many problems and opportunities that will arise.

The new leaders, which it is suggested should be termed ‘Capability Leads’ must function within the current landscape. Hence the active sponsorship of the business area lead is critical. They must continue to develop strong relationships with other portfolios being managed on traditional lines. One possibility being explored is for the Capability Leads to be employed by the College of Policing with accounting lines in such areas of workforce planning, but to have additional, strong reporting lines to the NPCC in its coordinating role. The details of the role will be developed further in consultation with stakeholders.



If agreed, initial funding will be sought through the Transformation Fund to support the piloting of the approach. If successful, however, this approach should be self-funding. A draft post profile is below. For the avoidance of doubt these are not constructed as operational roles, with decision making and accountability remaining with Chief Constables.





Draft responsibilities of the Capability Leads

- Defining and implementing the **strategy, ambition and policy** for the specialist capability.
- **Developing / maintaining standards** and driving compliance and assurance within the network (including any controls/ checks / balances that need to be in place).
- Influencing **wider government policy**, including acting as a key point of contact for wider transformation programmes.
- Enabling forces to make informed decisions including managing **threat/supply/demand** and their funding.
- Collating, analysing and disseminating of **network-wide Management Information** and definition of any required KPIs based on the strategy developed.
- Leading **workforce planning** from a national perspective and support forces and multi-force arrangements to see capability-wide capacity.
- **Working with partners** and identifying synergies.
- Driving **organisational learning** by capturing lessons learned and disseminating to the network.
- Tracking **key change initiatives** and **connecting forces** conducting similar initiatives.
- **Maximising links** within the network (e.g. building relationships between forces and collaborations, technological enablers).
- Providing **support and specialist advice** to critical incidents.
- Conducting **horizon scanning** and sharing outputs with the network.
- Seeking efficient and effective **network-wide procurement** for the function.
- Guiding and shaping **innovation, and horizon scanning** will feed their capability strategies.

As mentioned above, exact accountabilities are yet to be determined and will require broad stakeholder

Illustrative 'day in the life of...'

On a daily basis Capability Leads may find themselves...

- Chairing a meeting with the College of Policing to refine standards and understand how aspects of the standards could be embedded.
- Meeting with NPCC representatives to coordinate leading practice on trading terms.
- Meeting with PCCs and CCs from two forces on how they could create a joint unit and providing a toolkit with options and templates that they can modify.
- Reviewing horizon scanning analysis on a new, network-wide threat for the capability.
- Meeting with another Capability Lead to discuss a recent cross-cutting trend to agree a coordinated response.
- Meeting with representatives from Home Office to provide input on behalf of a capability into a change programme.



3.3.4. Governance

In a report describing the ambitions for 'Networked Policing', it is important to consider the implications for Police Governance. Indeed, an appropriate ambition might be to create a state of 'Networked Governance'.

Even before this work on Specialist Capabilities began, concerns were expressed about the ability of the current governance model to operate collectively beyond force boundaries. Good will and creativity has allowed Section 22 Agreements to be used to provide oversight to regional, sub-regional and even national arrangements. However, there is inconsistent application of the processes and they lack the public transparency that exists for in-force governance arrangements.

More significantly, as the wider Police Reform and Transformation process moves forward with expectations for the sector to lead collectively, it will be difficult for PCC's to play a full and active part. Specialist Capabilities are only one part of the transformation, but the Programme has sought to build more explicit governance into the way these areas develop. If each PCC holds a notional share in national governance, how is that part of their role expressed in practice.

Conscious that there are currently more questions than answers, the APCC formed a working group under PCC Paddy Tipping of Nottinghamshire to investigate the issues. In turn, the Police Foundation was contracted to bring together current thinking and seek the views of stakeholders.



The Police Foundation was commissioned by National Police Chief's Council (NPCC) and Association of Police and Crime Commissioners (APCC) to produce an options paper on governance and accountability arrangements for specialist policing capabilities delivered across multiple force territories. This ran alongside the work being undertaken as part of the Specialist Capabilities Programme and will be presented to PCCs and CCs with this report.

3.4. How would the development of the policing network support the high level benefits identified by this programme

3.4.1. Effectiveness

Improved leadership arrangements and a stronger shared vision could provide a clearer strategic direction for key specialist capabilities. This would support greater innovation in the way that services are delivered, particularly encouraging the application of cross-border technology solutions. Creating sufficient critical mass that encourages committed partners to develop new technology is vital. It could even create an environment that encourages delivery partnerships with private sector partners.

3.4.2. Efficiency

In relation to efficiency, Networked Policing will offer improved levels of resource utilisation for expensive capabilities. It could avoid the duplication of services and



encourage forces to reduce their levels of contingency through a willingness to share risk across the network. Further efficiency gains could come through reducing repetition in policy making, more effective procurement, and by rationalising training and accreditation costs.

3.4.3. Sustainability

It is against sustainability that Networked Policing contributes the strongest outcomes. Improved, dedicated leadership within the framework of a stronger shared vision will provide each capability with much stronger strategic direction. This would support greater innovation in the way that services are delivered, particularly encouraging technological solutions developed on a multi-force basis. The Networked Policing model should encourage stronger delivery partnerships beyond policing and generally sustain an environment in which learning and change are better researched and more widely supported.

3.4.4. Governance

Finally, Networked Policing can contribute to improved governance arrangements by strengthening the role of PCCs beyond force boundaries, and by clarifying how forces could pay for services they receive from other forces (subscription, pay as you go or a blend of the two) and how they choose to deliver the services (either by subcontracting them, or establishing a shared service). This provides a clear and codified set of rules and accountabilities which provides fair and transparent access to services meaning that Chief Constables have greater assurance that they will be able to access the capabilities when they need them.

The next section links these network improvements to specific capability proposals.



4. Capability Proposals

4.1. Introduction

This section considers the five specific areas; Roads Policing, Major Investigations, Surveillance, Technical Support Units and Armed Policing in the context of the previous discussion.

These areas were presented to the Programme along with Economic Crime, Cyber, Public Order and Dogs having emerged from the two National Debate events (NDAG) in 2015.

The Programme has benefited from extensive input with the NPCC leads and practitioner groups; their support for this work has been outstanding. This professional view was supplemented at an event held in July which improved the picture of current and future demand. This understanding was, in turn, enhanced further by introducing Technology Futures thinking and evidence from overseas jurisdictions.

The section begins by considering the general themes appropriate to each of the five areas. It introduces the notion of disaggregation, offers considerations which help to position where opportunity sits and summarises the impact of Networked Policing. Finally, the section provides a high level summary of the proposals for each capability and cross references the supporting evidence in the main body of the report.

4.2. Disaggregation within a Specialist Capability

Each of the five capabilities being examined is, in practice, not a single entity, but rather a bundle of 'sub-capabilities', each with individual properties and distinct opportunities. Only through this second layer of analysis could proposals be formed. Indeed, it was helpful for the programme to think about the constituent sub-categories on a spectrum of increasing specialism. From commoditised services at one end to highly specialised services at the other.

This analysis led the Programme to distil the key determining considerations of 'specialism' and how they could be applied across forces. Five features were apparent based on the economic thinking; these are not hard and fast rules, but should be taken together help to inform a balanced judgement about when a force should deliver a specialism itself, or collaborate. The features are:

- **High fixed costs.** Services with large fixed costs to maintain or supply (e.g. overheads such as training, vehicles, or equipment costs), regardless of levels of utilisation, are likely to be better suited to a sharing mechanism since centralising activities could help avoid duplication of costs.
- **Significant demand volatility.** Services displaying volatile demand (e.g. both frequency and predictability of use by a force) are likely to benefit from adopting a cooperative delivery approach since they could see the most benefits from risk

pooling across multiple forces, by more efficiently managing contingent capacity levels.

- **Specialist resource input.** Services requiring specialist input, particularly if their use is infrequent but necessary, lend themselves to being concentrated in a small number of specialised providers in order to avoid duplication and encourage a learning effect.
- **Is regularly demanded and easily replicable.** Regularly demanded services that can be replicated easily could be “commoditised” and provided by whichever entities are able to provide the service most affordably.
- **Requires no immediate physical presence.** Some services do not require delivery to be based in a specific geographic location, or at least allow for a degree of planning and movement of resource ahead of use. Hence services that tend toward being pre-planned mean that a trading regime could provide a practical and economic solution since there may be no requirement that the capability is maintained in a particular geographical location.

These considerations are offered not as a descriptive device but as a means of quickly understanding whenever an opportunity for developing a different delivery model is likely to exist. The Programme has used them to ‘sense-check’ its proposals against the five capabilities, but they could equally be used to shape future work programmes.

4.3. The application of network principles

The evolution of Networked Policing described in the previous section will have a profound impact on each of the five capabilities. Indeed, it is the contention of the Programme that impact is likely to be more significant in the long term than the tactical proposals summarised later in this section.

When the Programme has considered change in relation to each of the five areas, it has identified three distinct layers, each with a different decision-making route.

At the strategic level sit the network interventions around Data, Trading Mindset and Leadership; essentially developments of the existing policing network. It seems reasonable to accept that if there is corporate agreement of the concept and its associated recommendations, these should apply across the whole network.

In contrast, the more tactical proposals that arise from the analysis of the included capabilities should be subject to individual buy-in by forces or collaborations. The Programme accepts that local context may determine whether each proposal ‘fits’ with the force or collaboration plan. This will be determined through a process described in the following section but if there is sufficient critical mass, the programme will seek to progress the proposal, even if support is not unanimous.

Finally, in carrying out the analysis, the Programme has identified some issues and good practice which are offered to forces for their consideration.



4.3.1. Surveillance

Network Recommendations

The Networked Policing recommendations of improving data, implementing a trading mindset and having dedicated Capability Leads apply to all capabilities.

S1. Implement a single capability lead across conventional and technical surveillance capabilities. This supports the network-wide recommendation on Leadership.

Greater interoperability between capabilities would enable capacity to be created for conventional surveillance operatives, reduce compromise risk and enable officers to deliver more effective surveillance.

S2. Implement a tasking process, which can be consistently applied locally and nationally. This supports the network-wide recommendations on Leadership, Trading Mindset and Data.

A nationally agreed tasking process will enable interoperability and priorities to be agreed across multiple forces.

S3. Develop and implement a sustainable data recording process for demand, capacity and deployments, making the process available locally and nationally. This supports the network-wide recommendations on Trading Mindset and Data.

This would enable better management decisions at all levels, enable resourcing to match demand, and underpin the ability to implement and measure the effectiveness of other recommendations in this report.

S4. Define a national and consistent approach to recording outcomes of deployments and share learning across forces. This supports the network-wide recommendation on Data.

Recording outcomes is essential to understanding the effectiveness of operations. A standard understanding allows national benchmarking and lessons to be learned to improve performance.

Capability Proposals

S5. Explore options for greater collaboration across multiple forces and agencies, sharing resources and providing contingency more efficiently.

Greater collaboration across multiple forces would lead to increased pooling of risk, reduced contingency and increased utilisation of staff.

S6. Deploy a new model for the delivery of rural surveillance

Rationalising the number of forces delivering rural surveillance would lead to reduced training costs and reduced contingency and more experienced operatives.



S7. Standardise command platform support for surveillance teams to improve interoperability.

As criminals increasingly operate across force boundaries, standardised command platforms will drive the convergence of intelligence to inform decision making, improve the safety of officers and advance the professionalism of surveillance.

S8. Develop options for greater productivity of surveillance teams through improved definition of deployment types and team sizes required to support them. Consider the future balance between dedicated and operational teams.

This would lead to greater capacity meaning more priority operations could be undertaken with the same number of resources.

Force Proposals

S9. Individual forces should review the numbers of 'Q1' surveillance officers and staff against the national average levels of utilisation.

Forces could deliver surveillance more cost effectively and could make better use of their resource base.

4.3.2. TSU

Network recommendations

The Networked Policing recommendations of improving data, implementing a trading mindset and having dedicated Capability Leads apply to all capabilities.

T1. Capability Leads - Implement a single capability lead across conventional and technical surveillance

Greater interoperability between capabilities enables capacity to be created for conventional surveillance operatives, reduces compromise risk and enables officers to deliver more effective surveillance.

T2. Adopt a national collaborative R&D framework for TSU including initiation and allocation of funding, and management of initiatives which could be led by the Capability Leads or by a national agency. This supports the network-wide recommendation on Leadership.

This leads to a reduction in fixed costs, overlapping R&D, and economies of scale allowing for more valuable R&D.

T3. Centralise procurement, sharing of fixed costs, enhancing purchasing power and supporting equipment standardisation. This supports the network-wide recommendation on Leadership.

This delivers economies of scale, improved requirement definition, reduced purchasing costs and better articulation of future need to suppliers.

T4. Define a national and consistent approach to recording outcomes of deployments and implement a mechanism to share learning across forces. This supports the network-wide recommendations on Trading Mindset and Data.



Recording outcomes is essential to understanding the effectiveness of operations. This allows national benchmarking, would inform SIOs on the relative success of tactics and enable lessons to be learned to improve performance.

Capability Proposals

T5. Rationalise the delivery points for high level delivery tactics

Consolidation of some highly specialised services under national coordination means that practitioners use their skills more frequently, high fixed costs are shared and specialist services will be more accessible to more forces.

Force Proposals

T6. Requirements for Level 1 and 2 TSUs should be collaboratively defined at a national level to achieve consistently high standards

Clarifying service delivery by level leads to forces better understanding the TSU services they can deploy, training being focused on those who need it and having practitioners who regularly use their skills.

4.3.3. Armed Policing

Network Recommendations

The Networked Policing recommendations of improving data, implementing a trading mindset and having dedicated Capability Leads apply to all capabilities.

A1. Build on the existing arrangements and establish dedicated Capability Lead.

This supports the network-wide recommendation on Leadership.

Dedicated leadership will drive greater consistency and standardisation. Increased knowledge sharing and relationships will improve effectiveness, efficiency and encourage innovation.

A2. Issue an updated National Armed Policing strategy that reflects the benefits delivered by the Armed Uplift Programme and the Specialist Capabilities Programme.

This supports the network-wide recommendation on Leadership.

The strategy will provide focus and future direction, clarify roles of CTSFOs and SFOs, enable wider recommendations from the Programme to drive efficiency and optimise resource effectiveness.



Capability Proposals

A3. Rationalise the delivery of high end firearms tactics in the context of the Armed Uplift Programme.

Rationalising the number of forces delivering the service leads to reduced training costs. It also removes excess capacity and increases utilisation and operational activity delivered through individuals with greater experience.

A4. Collaborate further in training of specialist skills to improve efficiency and interoperability.

Training collaboration will increase interoperability by teaching standard tactic execution and is likely to reduce costs through greater economies of scale.

Force Proposals

A5. Forces need to consider the levels of 'additionally trained' officers in relation to the specific skills.

Aligning supply to demand will free-up resource for other Armed Policing priorities whilst increasing utilisation of officers that remain trained in specific roles. It will also reduce training costs.

4.3.4. Major Investigations (MI)

Network Recommendations

The Networked Policing recommendations of improving data, implementing a trading mindset and having dedicated Capability Leads apply to all capabilities

M1. Define a national and consistent approach to assessing and recording effectiveness, planning and execution of Major Investigations supported by measures describing investigative outcomes. This supports the network-wide recommendations on Leadership, Trading Mindset and Data.

This will allow greater visibility of performance across forces, creating the information needed to improve through being able to measure the effectiveness of different delivery models and approaches.

M2. Gather and assess requirements for the next generation of investigative support applications. This should challenge current thinking and working practices on indexing, links to criminal justice systems and disclosure. This supports the network-wide recommendation on Leadership and Data.

This will lead to a greater understanding of the requirements of SIOs to investigate Major Investigations, identify opportunities for greater interoperability and provide a clear idea of the overall investment required to maintain the Home Office Large Major Enquiry System (HOLMES) as a tool.

M3. Continued effort should be invested into the agility of PIP2 and PIP3 training within Major Investigations, in order to equip investigators with the skills and



experience to respond to new and emerging threats. This supports the network-wide recommendation on Leadership.

This will lead a more consistent standard of detective nationally, with the ability to deal with a broader range of complex crime types.

M4. Enhance the sharing of knowledge and experience across forces, in particular against emerging crime types such as CSE. This supports the network-wide recommendation on Leadership and Data

This will lead to greater national effectiveness nationally in investigating complex crime and emerging threats, through better capturing learnings and knowledge from other investigations.

Capability Proposals

M5. Develop a proposal to identify shared delivery models for: CCTV; house to house; and tier 3 and 5 interview advisors. This proposal would also consider applicability to ongoing digital media and forensic work.

This will lead to a greater ability to flex resources to demand, increased specialisation through learning effects, and enable pooling of risk across forces.

M6. Create a virtual network of HOLMES indexers supporting multiple forces (maximising opportunities presented by the introduction of the cloud-based HOLMES v16 system).

This will lead to a greater ability to flex resources to demand, which could result in a national requirement for fewer indexers, and a more consistent standard of delivery.

M7. Explore options to improve efficiency and assurance provided by Investigative Review capability.

This will lead to a more consistent approach to investigative review, including increased independence, objective feedback, additional shared learning and national visibility to improve standards.

Force Proposals

M8. Consider implementing dedicated research and analytical teams within Major Investigations.

Engagement with practitioners revealed that dedicated research and analytical support to Major Investigations teams provides a more effective service. Dedicated resources are aware of how large investigations are run, and understand some of the analysis required based on their experience. Greater use of dedicated resource could lead to a greater ability to flex resources to demand, increased specialisation through learning effects.



M9. The amount of time invested in case management varies by force, from 10 to over 50% of total time. Therefore, forces are encouraged to consider the amount of time invested within case management, and opportunities for efficiencies.

This will lead to greater consistency in the way this service is delivered within forces and across force boundaries.

4.3.5. Roads Policing

Network Recommendations

The Networked Policing recommendations of improving data, implementing a trading mindset and having dedicated Capability Leads apply to all capabilities.

R1. Capability Leads and Trading Mindset – Identify ways to strengthen working with partners (such as Highways England) and with other agencies (e.g. NCA). This supports the network-wide recommendation on Leadership and Trading Mindset.

Further partnerships would enable increased opportunities for disrupting criminality across the road network and would allow for more informed choices to be made in order to meet demands.

Capability Proposals

R2. Explore opportunities to better exploit intelligence and support proactivity on the roads network, for example through the use of collaborations.

This would enable more targeted activity, increased opportunities for joint operations and reduced fixed costs through sharing of assets.

R3. Maximise the operational benefits associated with the roll-out of the national Automatic Number Plate Recognition (ANPR) cloud-based system.

Increased ability to access, fuse and analyse data will lead to enriched intelligence and improvements to identify crime patterns and run intelligence-led operations.

R4. Explore how to rationalise the use of high end roads policing skills (e.g. Collision Investigators).

This can enable higher utilisation and increased learning effects to raise the standards and consistency of delivery.

Force Proposals

R5. There are a number of national campaigns run each year (for example, drink/drug driving campaigns) – success of these is dependent upon the whole policing network playing their part. It is requested that Forces continue to provide priority for these activities in Tasking and Coordination meetings.

Campaigns underpin the National Roads Policing Strategy, and provide an important channel to collectively focus efforts on national threats and risks that impact the public.



5. Recommendations and Proposals

This consolidates the thinking of the previous sections into Recommendations and Proposals and introduces a new consideration about the Programme's next steps.

5.1. Recommendation One: To accept the concept of Networked Policing as underpinning the service's strategic approach to specialist capabilities and to support the following steps to strengthen the network:

- **Data;**
- **Trading Mindset;**
- **Leadership.**

See Section 3 for information about these recommendations.

5.2. Recommendation Two: To agree the process for considering the capability level proposals made to improve the five capability areas.

This process will be for forces:

- **To receive force-based analysis by 31 October 2016.**
- **To provide a non-binding expression of intent by 30 November 2016 to permit a business case to be developed.**

The capability-level proposals are provided in Section 4.

5.3. Recommendation three: To support the continuation of the Specialist Capabilities Programme adopting the following methodology.

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.