



Ministry of Defence

Ministry of Defence Police Committee

Annual Report 2014-15

Chair of the MOD Police Committee

July 2015

21 July 2015

MOD POLICE COMMITTEE
ANNUAL REPORT 2014-15

Introduction

1. The main task of the MOD Police Committee is to provide the Secretary of State for Defence and Ministers with independent assurance that the MOD Police Force (MDP) is exercising its policing powers and authority lawfully and impartially, and is meeting the standards required of a UK police force. Since 1 April 2013 the Committee is also required to give advice on the efficiency and effectiveness and performance of the force. Details of our work over 2014-15 is summarised at **Annex A**.

Assurance Opinion

2. **From our work in 2014-15, we can give assurance to the Secretary of State that MDP continues to deliver policing services in accordance with the MOD Police Act 1987, that police powers are exercised lawfully, responsibly and proportionately and that MDP meet the standards required of a police force.**

3. **In our last Annual Report, for 2013-14, we said that the ensuing two years would be crucial in moving MDP from a force in prolonged transition to one that has the capacity, capabilities, resilience and culture to deliver what the customers expect. Considerable progress has been made in the past year, but the pace needs to quicken in the year ahead.**

4. **In previous reports we drew attention to a shortage of personnel to meet tasking requirements, leading to unsustainable levels of overtime working. That is being addressed by recruitment and determined action to reduce sickness absences.**

5. **203 new officers were recruited during 2014-15, with 109 of those actually deployed to stations by 31 March 2015 (the rest at various stages of initial training). The total intake of new officers since recruiting was started up in late 2013 is 228. However the recruitment activity in 2014-15 resulted in a net increase of only 5 officers in post due to retirements and other departures.**

6. **The force plans to achieve full strength by the end of 2015. It is ambitious. Until it is achieved the force will continue to be stretched and will be dependent on excessive overtime working. The recruitment programme is probably a once in a generation opportunity to transform**

the diversity and age profile of the force, and we will closely monitor the outcomes of recruitment to ensure that the opportunity is not wasted.

7. We have continued to monitor the programme of action by the force to tackle excessive levels of sickness absence. The close interest and engagement of Ministers has been most welcome in ensuring that this programme has high visibility and high priority not just in MDP but in other parts of the Department as well. Ministers have received regular reports and provided challenge.

8. MDP have made progress in reducing the number of officers on long-term sick leave and the number of officers who are assessed not capable of carrying out the full range of duties because of long-term medical conditions. The numbers are set out in para 25 in our report. The next challenge is to reduce the number of officers assessed as not capable of full duties because of short term illness or injury, and to ensure that effective management of sickness by local managers becomes embedded and routine.

9. A sustainable long term solution will demand that MDP have access to an Occupational Health Service that meets the needs of a police force. That is not the case now, and MDP will struggle to maintain a healthy workforce or deal swiftly with health issues until the OH service is able to respond effectively.

10. MDP Performance against tasking has been acceptable to customers. Their assessment of the security “effect” delivered by MDP has been “green” at most sites for most of the year. It remains true that this level of performance effect is only achieved with huge amounts of overtime working. We remain convinced that this is not sustainable without risks to employees and security. So it will be vital that MDP achieve the recruitment target for 2015-16 and continue to tackle sickness absence vigorously.

11. Measuring Performance in relation to Key Priorities set in the Policing Plan for the year, the force achieved in full or substantially 16 out of 26 Priorities; part achieved 5 and failed to achieve 5. Given the state of transition, and the personnel shortages already mentioned, this level of achievement was creditable.

12. Unfortunately, one of the priorities that MDP failed to achieve related to budgetary control. MDP did not manage to deliver overall financial performance this year within its Departmental control target. This failure was not reported until year end, when corrective action was impossible. Previous in year forecasting was found to be erroneous. We will work closely with MDP to monitor spend against the approved budget for 2015/16, to ensure that the financial and operational risks are understood, and that appropriate action is taken by the Chief Constable to maintain effective financial control. The requirement for substantial in year savings in 2015-16, recently announced by the Treasury and the

Department, will present a very stiff challenge to cut costs without reducing security levels.

13. In the wider context of review of nuclear security, we carried out a scrutiny of MDP Culture and Security Capabilities. We did not find any one area of significant concern that would lead to a major impact on security or mission failure. Our report made a number of recommendations for action, all of which have been accepted by the Chief Constable and will be implemented through a new Organisational Development Strategy.

14. We found that morale was extremely low at some stations, which could impact on security culture. There can be no absolute assurance at present that security incidents such as occurred in 2013 will not recur, but action is being taken by MDP to manage that risk by increased supervision and the use of technology to track officer movements and activity by location.

15. Good communications across the force are vital to changing culture, as well as maintaining operational readiness and effectiveness. In MDP this is critically hampered by the existence of two different core IT systems that do not speak to each other. Some sites have one system, some have the other and some have both. MDP must accelerate the move to a single system, DII, as swiftly as possible. Resources, support and assistance from other parts of the Department will be essential to ensure this weakness is overcome.

16. The very long running negotiation over terms and conditions for MDP may be drawing towards agreement. Progress in 2014-15 was slower than we would have hoped. However it now appears that a package of terms is close to agreement that will give MDP modernized terms and conditions that are fit for purpose and will create opportunities for substantial productivity gains and cost savings in the pay bill over the next decade, while continuing to recognize the established pay parity relationship with Home Office police.

17. In the past year, MDP took on new tasking at GCHQ which was a national security imperative, and in the Government Security Zone. This added extra demand on an already overstretched organisation. In the foreseeable future we anticipate there will be a substantial increase in demand and risk at Portsmouth with the arrival of the aircraft carrier vessels. Unless and until recruitment delivers full complement, more demands would exacerbate pressure on people and resilience.

18. This Report is submitted as work is starting on options for the Department's spending on security in the context of CSR and SDSR. The Chief Constable is contributing to this with a radical review of the delivery of policing service and effect through a new Operational Policing Model for MDP that will, if agreed, release police resources from "behind the wire" operations in many locations and build a new

capacity for prevention, deterrence and disruption of potential attackers. This overhaul would also enable resources to be redeployed to emerging defence priorities such as cyber crime and to fraud detection and asset recovery, where CID activity in the past year has shown the potential savings for the Department through tackling corruption and fraud across the department.

**David Riddle
Chair of the MOD Police Committee**

MOD Police Committee – Background

1. The MOD Police Committee is a statutory requirement of the MOD Police Act 1987. The Secretary of State for Defence appoints the members.
 - a) The terms of reference for the Committee are provided at **Annex B**.
 - b) The full membership of the Committee is provided at **Annex C**.
 - c) The operating costs of the committee including the remuneration and expenses of the independent members of the Committee are shown at **Annex D**.

MOD Statement of Requirement and Mandate for the MOD Police

2. The MOD's Mandate and Statement of Requirement for the MDP issued in August 2012 continues in operation. Owned by the Director of Business Resilience (DBR), this is the commissioning statement by the Department that defines the defence requirement for MDP services and capabilities. It reflects the financial resources that are allocated by the Department to mitigate crime and security risks and is the framework within which the Chief Constable and his Management Board determine how to use the force's deployable assets.
3. The Statement of Requirement is due for review following the Strategic Defence and Security Review (SDSR) 15 and Comprehensive Spending Review which will consider the MDP's policing and guarding role in the context of MOD Security priorities for the next few years.

Force Transformation

4. MDP is responsible for providing protection against potential threat to our nuclear weapons infrastructure and to other key defence assets.
5. In our 2013-14 Annual Report, we stated "that the next two years will be absolutely critical in moving MDP from a police force in prolonged transition and unsure of itself or its future, to a force that demonstrably has the capacity, capabilities, resilience and culture to deliver what is expected of its by Defence and other customers with consistent effectiveness and efficiency".
6. The Chief Constable recognises the challenges that he faces and is positively leading and driving transformation. He is strengthening the senior leadership team of the force to enhance the capability to deliver what the Department wants with innovation and consistency. The recruitment of new officers is gathering pace and the Operational Capability Centre at Wethersfield is being expanded to cope with additional training and development requirements. We have seen on our visits that there are pockets of excellent practice around the organisation and much can be learnt from them, both in terms of leadership and operational management.

7. Progress has been made in the past year, although significant risks and challenges will remain for the immediate future. Key to reducing these risks is the plan to bring force numbers up to strength.

8. As of 31 March 2015, the force complement was circa 2,500 i.e. 5.6% below complement. This is further compounded by officers who are on long term sick and those who are unable to be deployed with a firearm. On 31 March 2015 there were 233 officers in these categories, representing an additional shortfall of 9% of operational capability. The consequence of this is that officers are still expected to work huge amounts of overtime in order to ensure that shifts are filled at key defence establishments. We have commented before that this is not desirable or sustainable.

9. As we reported last year, the age profile of the force continues to be a concern, especially considering the capability and resilience required of MDP Officers by their core armed guarding role. Recruitment of new officers is also key to changing this demographic but it will take several years before a significant refresh of the workforce is accomplished. In the meantime, the planned introduction of a fitness standard, together with a programme to support officers to improve health and fitness, will be part of the mitigation of this risk.

Recruitment

10. MDP has not recruited new officers since 2009. Its workforce was cut significantly (from 3,500 to circa 2,700) as part of a series of comprehensive spending reviews and following a review of civil policing and guarding led by DBR in 2013. This resulted in policy changes to guarding and security requirements and meant that some of the armed roles that had been carried out by MDP were transferred to the Military Provost Guard Service (MPGS).

11. In order to refresh the workforce and fill gapped posts CCMDP envisages recruiting 300 officers per year and the current plan is that the force will reach full complement by late 2015.

12. In 2014-15, 203 new officers were recruited. However, that actually resulted in a net increase of only 5 officers in post, due to retirements and other departures. The plan to achieve full strength by the end of 2015 is ambitious, but since recruitment began the net balance of recruits over exits is +65 and recruits in the training pipeline suggests the target could be achievable. Until the full complement is reached, the force will still be stretched to meet tasking requirements, will be dependent on excessive amounts of overtime and will be placed under extra strain if new requirements are confirmed.

Terms and Conditions of Service and Fitness

13. During our station visits many officers have expressed concern to us about the length of time it has taken to formulate and agree new conditions of service. The work started in 2008. We have highlighted in previous reports

that completion of the negotiations was long overdue. The uncertainty, particularly about pensions and retirement age, has made it difficult for officers to plan the future for themselves and their families. Following the Departmental review of tasking and priorities for security under SDSR 2010, over 90% of MDP officers are required to carry a firearm, and there are currently very few unarmed alternative roles. Inevitably, given the age profile of the force, there is anxiety about how officers will be dealt with when they are no longer able to carry a firearm due to either age, incapacity or both.

14. Home Office police officers are able to retire after 35 years' service under new pension arrangements, which mean that many will retire on full pensions in their late 50s. Many of these officers have not had to carry firearms (and additional equipment that comes with them) for the bulk of their careers. In Home Office forces, officers volunteer to carry firearms and can return to non-armed roles when they or the organisation judge it appropriate. MDP does not have that option.

15. MDP officers were not included in the Public Services Pensions Act 2013 which applies to Home Office police forces and the armed services. It provides for a normal retirement age of 60. Most MDP officers have reserved rights to retire at 60 but others would work to the new and increasing State Pension Age. HM Treasury have now accepted a proposal from MOD for such MDP officers to retire at 65. HM Treasury did not however agree to an option to leave at 60 subject to the individual making the necessary pension contributions. We consider that this may warrant further consideration at some point in the future.

16. In the last year, progress has been made by the Department, MDP and the Defence Police Federation towards agreement on a set of terms and conditions that are for for purpose and that reflect the key elements of the Windsor Report recommendations adopted by the Home Secretary for Home Office forces. This is intended to maintain the pay relativity for MDP of 95% of Home Office police pay, to create the conditions for a more flexible workforce and to put officer fitness on the footing of a clear standard that will be applied to all officers. At the time of writing this Report the offer to the workforce is subject to ballot. Once the TACOS package is agreed we will expect the Chief Constable to demonstrate to us that implementation proceeds at pace and that the desired effects are being secured, given the importance of the new TACOS on operational delivery and the 10 year financial plan.

Long Term Sickness and Capability

17. We raised concerns about this problem of unacceptably high levels of sickness absence and incapability for armed roles in our last Report. We very much welcomed the Defence Secretary's close interest and the ensuing Ministerial engagement with this challenge.

18. MDP officers are required to operate in an environment where success is measured in terms of nothing happening, whilst at the same time they must be motivated and able to respond at their optimum capability in the event that

something does. Over the last year, we have continued to express our concerns about the human reliability factors associated with officers who are or required to work excessive overtime hours or have some anxiety over their future as a result the introduction of fitness standards or new terms and conditions of service.

19. We recognised that the MDP internal management control of sickness absence had suffered as a result of the personnel changes at all levels and the focus on achieving footprint changes. The force has also been restricted in dealing with a number of cases owing to the quality and limited nature of Occupational Health services available to it as a result of wider Departmental cut-backs. The MOD officials on the Committee have recognised that some of the MOD's policies for civil servants that underpin the management of sick leave were incompatible with the requirements for running a police force, and needed to be examined.

20. Sickness has continued to exacerbate the force's resource challenge through 2014-15. The most common cause of absence continues to be muscle and bone ailments, which amounted to 31.3% of recorded causes. This represents an increase of 3.65% compared to 27.7% in 2013-14. The second was for anxiety, depression or stress, which accounted for 25.3%. This is a real concern since it is a 9.2% increase compared to 16.1% in 2013-14. This figure represents 95.3% of long term sickness.

21. We have probed chief officers about the series of checks and measures that are in place to ensure those officers who were suffering from anxiety were not issued with a firearm.

22. It is our assessment that the combination of the work to address long term sickness and employ new officers is beginning to mitigate the problem. The current forecast from MDP HQ is that the force will be at full complement by the end of 2015, but the number of officers leaving the force as a result of the work to address long-term sickness and capability of course may impact on this target.

23. The MDP has commissioned an independent review of their OH requirement that should determine the gaps in the current service provided by the MOD and allow the Chief Constable to develop a business case on the best option for filling those gaps. We would expect that part of that process must be for the MDP to ensure that the current providers are being pushed to the limit in terms of meeting the MDP's needs.

24. We are pleased to report that since Sep 14 we have seen evidence that the MDP have taken substantial steps towards more effective sickness and non capability absence management. A robust strategy and action plan is underway with changes to training, culture and supervisory action advanced and evidenced. Cases are better managed and more swiftly processed. The numbers of officers sick or unavailable for full duties is reducing and key risks are being managed. However, there is still work to do and the Police

Committee will remain engaged with the force and continue to monitor the progress.

25. With continuing Ministerial interest, we are optimistic that MDP focus on the issue will remain high and that blockages arising from other parts of the MOD HR and OH systems will be addressed.

| Category | End Sep 14 | End Dec 14 | End Mar 15 | Targets Dec 15 |
|--|-------------|-------------|-------------|----------------|
| Long Term Sick (LTS) Officers absent 28 days/more | 87 | 104 | 77 | 66 |
| Permanent 'Non-Capable' Officers with long term medical conditions | 56 | 36 | 31 | 25 |
| Temporarily 'Non-Capable' Officers with shorter term conditions, illness, injury | 97 | 94 | 97 | 50 |
| Total | 240 | 234 | 205 | 136 |
| % of MDP | 9.6% | 9.4% | 8.1% | 5.2% |

Firearms Command and Control

26. MDP's core business is armed security. Effective arrangements for Command and Control of firearms operations are therefore vital.

27. During 2012-13 the Committee commissioned HM Inspectorate of Constabulary to undertake a tailored inspection of the MDP Firearms Command and Control arrangements. The report was sent to the Police Committee and the Secretary of State in December 2013.

28. The report made 13 recommendations for the MDP to implement and we have monitored progress closely. A review carried out at the end of the reporting year by the Force Operational Standards Department reported with Full or Substantial Assurance of compliance for the majority of recommendations, and limited assurance on 2 areas. In relation to one recommendation they could give no assurance as work on implementation had stalled. This concerned the need for a common firearms command and control protocol across all the establishments covered by the Territorial Division (that is the non nuclear defence assets). HMIC also recommended there should be improved liaison arrangements with Home Office forces at sites where MDP operate to "ensure there is a mutual understanding of each other's capacity and capability." These recommendations have not progressed smoothly. The number of Home Office forces with whom agreement must be reached, combined with the apparent lack of a coherent national policing operational framework for this kind of scenario are amongst the factors that have delayed implementation. We have asked the Chief Constable to step up the engagement with Home Office police forces through the National Police Chiefs' Council. We will continue to monitor the implementation of this recommendation and will report back to the Defence

Secretary and HMIC once all recommendations are discharged to our satisfaction.

Communications

29. One thing that is abundantly clear from our work and visits to the force, and is borne out by the MDP Staff Survey is that communication is not good across the MDP. One major contributing factor is that MDP operate two separate IT systems, the main MOD DII system and a legacy MDP system which is operated and maintained from force HQ. Some MDP establishments use DII exclusively, some use the MDP legacy system and some use both. Some critically important establishments are not yet able to move on to DII for technical but not insuperable reasons. While both systems are adequate when used in isolation, the transfer of information between the two systems leads to significant problems and seriously impairs communication across the force. We included a recommendation to this effect in our Culture Review (page 13 para A.6 refers) that is now being addressed by MDP HQ but it remains a very high priority issue for resolution.

Performance and Risk Management

30. The Sub-Committee for Performance and Risk Management has met 3 times over the period of this report and is now the key forum for scrutiny of the MDP's efficiency and effectiveness.

Operational Performance

31. The MDP's performance on their Key Priorities is now reported direct to the Defence Board each quarter.

32. The force's major defence customer, Defence Equipment and Support (DE&S), is represented on both the main Committee and the Sub Committee. He has shared with us their monthly reporting mechanism, which enables them to measure MDP's performance against the high level tasks agreed in the Guarding and Security Statements of Requirement at each of their sites. This helps to inform our overview of force performance and highlight those sites where there are deficiencies in performance problems and where priority tasks are not being completed.

33. The MOD customer assessment continues to be that the MDP is meeting their requirements even against their depleted resources but this comes at the cost of a huge overtime bill and the continuing undesirable overtime burden on officers.

Finance

34. Following "on target" assessments for Quarters 1-3, the MDP final outturn was £3.6M (2.7%) above the £136.2M budget allocation for 2014-15 (after allowance for an agreed additional spend on equipment and infrastructure). This reflected overtime, detached duty and other costs arising as MDP

managed complement shortfalls and met the Department's security policy requirements (including some new operations). It was also due to protracted TACOS negotiations which has delayed the delivery of predicted savings. The outturn breached the force's control total set within the Departmental Finance arrangements. There were also shortcomings in expenditure forecasting in force, which is disappointing in a mature organisation and will need to be remedied during 2015-16.

35. We will work closely with MDP to ensure the approved budget for 2015-16 is closely monitored, the financial and operational risks are understood and that appropriate action is taken by the Chief Constable to ensure that the force maintains effective financial control.

Risk Management

36. The arrangements for managing risk in the force continue to evolve. The Senior Leadership Team owns the Corporate Risk Register. The risk register is reported to the Police Committee where we provide challenge as to the identification and assessment of risk and the adequacy of controls and mitigations. We are not yet assured that the risk management processes are tuned to the most pressing operational and organisational risks, or that the controls are effective in all cases, and we will be working with the force to address this in 2015-16.

37. We have carried out a number of deep dives on significant risks on the register, which has led to a more rounded discussion of some of the issues.

Inspections and Audits

External inspections

38. No external inspections were reported to the Police Committee for 2014-15.

Defence Internal Audit

39. DIA had undertaken 2 audits for 2014-15; Unsatisfactory Performance Procedures and Diversity. Both audits received a Substantial Assurance (i.e. system of internal control established and operating effectively with some minor weaknesses). There were 6 Management Actions for UPP and eight for Diversity. The Sub Committee for Performance and Risk Management will monitor implementation.

MOD POLICE COMMITTEE – WORK PROGRAMME 14-15

A.1 Each year the Committee sets a work programme for independent members to provide detailed scrutiny of selected areas of MDP activity or process.

MOD Police Culture and Security Capabilities Review

A.2 Our main work this year was a review of MDP Culture and Security Capabilities which was led by Mr Len Jackson. Following a number of security lapses at Ministry of Defence sites during 2014, involving the MOD Police (and other security providers), a review of security culture in the guarding organisations was proposed to the Defence Audit Committee. The MOD Police Committee commissioned a review to assess whether the current MDP culture, structure and management style fully supports the optimum delivery of its security tasks and, if not, what future changes might be required.

A.3 The Chief Constable's priority is to transform the force to deliver its specialist policing services and capabilities to a very high standard for both the MOD and the MDP's external customers. The force's senior leaders have also defining a new policing style. The central part that "culture" plays in making the organisation work in a fashion that is consistent with the mission and style, rather than contradictory, will be self evident.

A.4 The review did not find any one area of significant concern that would lead to a major impact on security, or "mission failure". However, there is continuing concern that the high levels of overtime were not compatible with the focus and attention to detail necessary for a good security culture. Inconsistent management style at site level, and ineffective communication across the force also prevents good culture from being shared. Isolated pockets of excellence simply highlight the potential for further improvement elsewhere.

A.5 The Review Team also noted that morale at some stations was extremely low, which can impact on security culture. They could not therefore give an assurance that the security incidents seen in 2013 would not be repeated without clear mitigation action being taken in MDP.

A.6 We recommended that the MOD and MDP should, as a matter of urgency, create an IT project team to resolve the communication issues caused by having two different computer systems in use around the force (see page 11 para 29).

A.7 The team also identified that the ongoing freeze on recruitment and developmental training had resulted in too many officers, at all levels, holding temporary promotion. At some establishments Sergeants and Inspectors had

held temporary ranks for up to six years. Whilst this was being addressed at the time the review concluded in Dec 14 there were 47 officers on holding temporary ranks.

A.8 We recommended that officers should not be promoted to manage or supervise colleagues they have previously worked alongside. It is extremely difficult to move from being “part of the team” to being the boss. The Review Team heard of a number of examples where officers had been promoted in their existing station and of the difficulties faced by Sergeants and Inspectors in these circumstances.

A.9 The Review Team were clear that any additional deployments should not be agreed by the Management Board, unless absolutely essential, until current recruitment initiatives have brought the force up to full complement. We note that because of Government security priorities, MDP have absorbed new commitments without any additional police officers available to cover them. While we recognise the security imperatives, it is the case that new commitments simply stretch MDP even thinner and prolong the unsatisfactory dependence on overtime.

A.10 The report made 11 recommendations which covered settling new Terms and Conditions of Service Review as soon as possible; a need for more geographically focussed recruitment campaign, a requirement for better internal communications, the recruitment of an in-house occupational health adviser, a standard approach to leadership and day to day management for Senior Police Officers.

A.11 Our recommendations were designed to complement the work that the Chief Constable and his command team are currently undertaking in an effort to drive change and lift morale. Some of the recommendations require MOD involvement, such as the conclusion of TACOS and addressing IT communications, both at departmental and Ministerial level.

A.12 Around the same time, the Chief Constable commissioned a peer review of the supervision of armed guarding, led by members of the Metropolitan Police Diplomatic Protection Group. It was interesting to note that their recommendations were broadly similar to ours. We are able to report that the Chief Constable accepted all our recommendations (and those made by the Diplomatic Protection Group). The Committee is currently monitoring the delivery and implementation.

Operational Capability Centre – Training and Development

A.13 Dr Marie Dickie led a review of the new Operational Capability Centre (OCC) and its delivery of training and development. The work was done in two phases; the first phase review considered the risks to success for the delivery of recruit training. The second phase looked at how the OCC was dealing with the rapidly increased demands on police leadership training.

A.14 We recognised that the OCC was significantly challenged given the requirement to prepare for new recruits after a four year recruitment freeze. This meant that all previous course material had to be reviewed and updated to meet the modern College of Policing syllabus and to prepare for the new policing diploma.

A.15 Trainer availability and investment in infrastructure at Wethersfield were highlighted as key risks to training new recruits as well as the impact of a largely residential and southern England based recruit training on developing the diversity of the force.

A.16 Changes were being made to enable OCC to provide the number of trainers now necessary to meet the training output required, including using additional firearms trainers deployed at MDP stations (for example in Portsmouth and the Clyde). An additional training manager to develop and deliver the leadership and management programme was being sought.

A.17 It was acknowledged that the original assumptions about trainer capacity and sustainability had been predicated on lower numbers of recruits and recruit training (120 officers per annum in May 2012, now estimated at 300 per annum in 2014 onwards). A greater contribution from IT infrastructure and blended learning facilities, was also anticipated, but had not taken place. This meant that training capacity was now constantly stretched and recruit training was taking priority at the sacrifice of other equally important training needs (i.e. leadership and development).

A.18 Our principle concerns about the potential impact of a long residential training course on securing a greater degree of diversity in the force related to the way in which such courses may deter those with families. But it also has a potential to exacerbate feelings of isolation among those in a minority on such courses (whether they be women, ethnic minorities or people of a minority sexual orientation). We have been reassured that there has been little sign of drop out from courses so far, but this in the context of a very small uptake of women and of other minorities. We have also been reassured by the quality of the input from trainers on ethics and diversity attitudes. The Police Committee should continuously engage with the force to ensure that the diversity of recruitment and the retention of officers from diverse backgrounds is monitored and improved.

A.19 The force needs to ensure that its managers are able to cope well with an intake of new recruits and the new policing diploma qualification developed by the College of Policing that MDP recruits will undertake over a two year period. It also needs to develop the skills to avoid complex grievance procedures by good first line management.

A.20 Committee members visited several training sessions for the new recruits to exercise their oversight role as a critical friend and to observe the quality of what is being delivered and to talk with the recruits themselves about their views of the tasks ahead. The feedback from recruits has been instructive and identified improvements that the force could make to ensure

that the training programme and venue is more “recruit friendly”. The force has taken much of this on board.

A.21 We expressed some concerns about the pace of development of management and leadership training. We also considered this in our Culture Review last summer. The force has developed a new Leadership and Management programme for Inspectors and Sergeants in consultation with other forces and with the College of Policing. The first course was delivered by OCC trainers in late Autumn 2014.

Professional Standards

A.22 The Committee’s lead for professional standards, Mr Len Jackson, undertakes a quarterly audits of complaints and conduct files for Complaints and Misconduct. The total number of complaints and conduct allegations handled by the force are provided at **Appendix 1 to Annex A**.

A.23 The number of conduct cases (103) is lower than the total reported for 2013-14 , which was (139). The most common breaches of the professional standards of behaviour continue to be discreditable conduct (76), and duties and responsibilities (26), and orders and instructions (24).

A.24 The number of complaint cases was 21. This is just over a 50% reduction to the number reported in 2013-14, which was 44; 32 in 2012-13 and 54 in 2011-12. The most common complaint allegation is neglect or failure in duty (11). This marks a change from oppressive conduct or harassment and incivility, impoliteness and intolerance.

A.25 The number of public complaints against the MDP is small, reflecting the force’s limited contact with members of the public.

A.26 We have no evidence that causes us concern about conduct or integrity across the force. There have been two very serious but isolated instances of numbers of officers failing to carry out their duties, which have resulted in a large number of resignations and dismissals.

A.27 The Professional Standards Department resource has been severely stretched over the past two years whilst dealing with the two cases mentioned. It is pleasing to see that the workload has been balanced again in recent months and in consequence response times have improved and cases are being dealt with much more quickly.

A.28 The Sub-Committee for Complaints and Misconduct has responsibility for considering complaints or misconduct by MDP senior officers. During the period of this report, one complaint was received but the Sub-Committee decision was not to record the complaint. An appeal to the Independent Police Complaints Commission resulted, but the IPCC upheld the Committee’s decision.

A.29 Over the period of this report, there were no appeals under the 2009 MOD Police Appeals Tribunals regulations that were referred to a panel to determine. Over the same period the PAT Chair dismissed 1 appeal following preliminary review.

Diversity

A.30 Some 260 officers were recruited in 2014-15 and the annual recruitment target of 300 officers moving forward provides a unique opportunity to improve the female and BAME profile of the force. Following a disappointing start, the MDP Diversity Board scrutinised the recruitment plan approach and agreed actions to improve performance. As a result phase four of the programme showed an increase in female (to 12.5%) and BAME (to 4%) applicants. Following discussion with the Police Committee, the force has accepted challenging targets of 25% for female and 10% for BAME applicants in 2015-16.

A.31 During 2014-15 the Chief Constable continued to chair the force's Diversity Board and to make progress in developing and delivering the agreed Diversity Action Plan. The Board has decided that superintendents will be required to lead on each diversity strand/protected characteristic as a means of mainstreaming diversity issues within the force. The Police Committee is represented on the Diversity Board by Anne McMeel.

A.32 The Committee is kept informed of progress and has made the Chief Constable aware of its requirements in terms of regular information and data. The Committee remains concerned at the lack of progress in developing a quarterly diversity dashboard which would allow both the Diversity Board and the Police Committee to monitor performance more effectively.

A.33 It is good to note that the force has rejoined Stonewall and the lessons learnt in 2015 should help the force to improve its ranking of 251 significantly in 2016.

State of the Force visits

A.34 Police Committee members will continue to visit MDP stations in 2015-16, in order to observe first hand how the implementation of transformation is happening and its impact on officers in front line roles, and how performance is rising to meet customers' expectations.

Appendix 1 to Annex A

| MOD POLICE – COMPLAINT & CONDUCT ALLEGATIONS RECORDED 2014-15 | | | |
|--|-----------|--|------------|
| COMPLAINT ALLEGATION TYPE | NO | CONDUCT ALLEGATION TYPE | NO |
| Serious non-sexual assault | 0 | Honesty and Integrity | 10 |
| Sexual assault | 0 | Authority, Respect and Courtesy | 8 |
| Other assault | 3 | Equality and Diversity | 2 |
| Oppressive conduct or harassment | 3 | Use of Force | 0 |
| Unlawful/unnecessary arrest or detention | 1 | Orders and Instructions | 24 |
| Discriminatory Behaviour | 0 | Duties and Responsibilities | 26 |
| Irregularity in evidence/perjury | 0 | Confidentiality | 3 |
| Corrupt practice | 0 | Fitness for Duty | 2 |
| Mishandling of property | 0 | Discreditable Conduct | 76 |
| Breach Code A PACE (Stop & Search) | 0 | Challenging and Reporting Improper Conduct | 3 |
| Breach Code B PACE (Search of premises/seizure of property) | 0 | | |
| Breach Code C PACE (Detention, Treatment & Questioning) | 0 | | |
| Breach Code D PACE (Identification) | 0 | | |
| Breach Code E PACE (Audio Recording – interviews with suspects) | 0 | | |
| Multiple or unspecified breaches of PACE | 0 | | |
| Other neglect or failure in duty | 11 | | |
| Other irregularity in procedure | 5 | | |
| Incivility, impoliteness and intolerance | 2 | | |
| Traffic irregularity | 0 | | |
| Other | 0 | | |
| Lack of fairness and impartiality | 1 | | |
| Improper disclosure of information | 1 | | |
| Other sexual conduct | 0 | | |
| Corrupt practice | 0 | | |
| General policing standards | 3 | | |
| Operational policing policies | 2 | | |
| Organisational decisions | 2 | | |
| Total Allegations | 34 | | 154 |

| | | |
|--------------------|-----------|------------|
| Total Cases | 21 | 103 |
|--------------------|-----------|------------|

| HISTORICAL STATISTICS OF COMPLAINT & CONDUCT ALLEGATIONS/CASES RECORDED | | | | | |
|--|------------------|------------------|----------------------------|------------------|------------------|
| | 2012 – 13 | 2013 – 14 | | 2012 – 13 | 2013 - 14 |
| Complaint Allegations | 73 | 101 | Conduct Allegations | 186 | 209 |
| Complaint Cases | 32 | 44 | Conduct Cases | 134 | 139 |

MINISTRY OF DEFENCE POLICE COMMITTEE
TERMS OF REFERENCE

PURPOSE

The Committee's statutory purpose is as stated in the MOD Police Act 1987: to advise the Secretary of State "with respect to such matters concerning the Ministry of Defence Police as he may from time to time require.

FUNCTIONS

The Secretary of State for Defence requires the Committee to advise him by:

- a) Providing an independent scrutiny and assurance that the Ministry of Defence Police (MDP) is delivering policing services in accordance with the MDP Act 1987;
- b) Giving advice to the Top Level Budget holder within whose organisation the MDP sits on the efficiency, effectiveness and performance of the Force.

In order to perform its role the Committee is required to;

1. Provide scrutiny and guidance to ensure that police powers and authority are impartially and lawfully exercised by the Chief Constable;
2. Confirm that MDP is meeting the standards required of a police force;
3. Confirm that MDP's exercise of its authority is responsible, proportionate and impartial;
4. Confirm that MOD's use of the MDP is appropriate in relation to the exercising of policing powers and authority;
5. Provide scrutiny and guidance on matters of efficiency and effectiveness and on any other matter in relation to the use of policing powers which fall within the responsibility of the MDP;
6. Consider the MDP's targets, financial performance and risk management arrangements;
7. Provide advice once a year to the TLB Holder covering financial performance and risk management for inclusion in the Annual Assurance Report.
8. Assist in the appointment of Chief Officers to the MDP;

9. Consider all complaints made against MDP Chief Officers. This responsibility may be delegated to a sub-panel of the MOD Police Committee;
10. Undertake all responsibilities required of the MOD Police Conduct and Appeal Regulations (Statutory Instruments);
11. Submit an annual report to the Secretary of State for Defence on the MDP's discharge of policing powers, and to provide advice to Ministers and the Department, on matters concerning value for money and efficiencies;
12. Publish the operating costs and expenses of the Police Committee each year.

MOD POLICE COMMITTEE**LIST OF MEMBERS****Independents**

| | | |
|--------------------|---------------------------|---------------------|
| David Riddle | Independent Chair | Appointed 1 Oct 07 |
| Sir Denis O'Connor | Police Adviser | Left Dec 14 |
| Sir Hugh Orde | Police Adviser | Appointed 12 Jan 15 |
| [vacant] | Police Adviser – Scotland | Since 1 Oct 11 |
| Dr Marie Dickie | Independent Member | Left 30 Sep 14 |
| Miss Anne McMeel | Independent Member | Since 1 Sep 14 |
| Mr Len Jackson | Independent Member | Appointed 1 Oct 13 |
| [vacant] | Independent Member | Since 1 Oct 12 |

MOD officials

| | | |
|-----------------|--|----------------|
| Jonathan Slater | Senior official for MOD Police | Since 1 May 13 |
| Mark Preston | Director Business Resilience | wef Mar 09 |
| Heather Tayler | Head of Finance, Head Office & Corporate Services | Since 1 May 13 |

**REMUNERATION AND EXPENSES OF THE INDEPENDENT MEMBERS
OF THE MOD POLICE COMMITTEE FY 2014-15**

| Name | Position | Fees | Expenses | Total |
|--------------------|--------------------|-------------------|-------------------|-------------------|
| David Riddle | Chair | £17,325.00 | £ 240.00 | £17,565.00 |
| Sir Denis O'Connor | Police Adviser | £ 2,275.00 | £ 125.75 | £ 2,400.75 |
| Sir Hugh Orde | Police Adviser | £ 1,375.00 | £ 127.05 | £ 1,502.05 |
| Dr Marie Dickie | Independent Member | £ 4,125.00 | £ 479.95 | £ 4,604.95 |
| Miss Anne McMeel | Independent Member | £ 4,950.00 | £ 304.20 | £ 5,254.20 |
| Len Jackson | Independent Member | £14,850.00 | £ 2,255.41 | £17,105.41 |
| TOTAL | | £44,900.00 | £ 3,532.36 | £48,432.36 |

MOD costs¹

| | Salary (capitation) | Travel & Subsistence | Total |
|--|---------------------|----------------------|-------------------|
| Clerk to the MOD Police Committee (75% of time) | £40,754.56 | £ 767.05 | £41,521.61 |
| Association of Police & Crime Commissioners (associate membership) | | | £ 9,000.00 |
| TOTAL | | | £50,521.61 |

¹ There are further costs relating to MOD officials (including MDP) preparation and attendance at meetings, and miscellaneous administrative costs.

