DELIVERING POLICE REFORM – MISSION, PEOPLE, TECHNOLOGY

A report of the discussion event held on 2nd October 2025 at Plexal, Here East, London.

Convened by Cityforum and The Police Foundation







About Cityforum

Cityforum has been contributing to public policy debate since 1990. Its highly regarded 'off-the-record' Round Table discussions are well known both for bringing together an enviable mix of decision makers and practitioners and for stimulating new thinking in response to some of the most difficult contemporary public policy challenges. The organisation comprises a small, trusted, independent group of experienced individuals and works closely with a large network of Associates including senior public service officials, military, police, intelligence and security specialists, academics and journalists, who provide depth, breadth, genuine expertise and practical experience. They contribute to Cityforum discussions, reports and bespoke advisory work.

Cityforum has a particular interest in working with the police and holds several Round Table discussions each year on technological, human resources, value for money and strategic communication questions affecting the service. It also undertakes specialist advisory and monitoring work for individual Police and Crime Commissioners (PCCs) and Chief Officers.

www.cityforum.co.uk

About The Police Foundation

The Police Foundation is the only independent think tank focussed exclusively on improving policing and developing knowledge and understanding of policing and crime reduction. Its mission is to generate evidence and develop ideas which deliver better policing and a safer society. It does this by producing trusted, impartial research and by working with the police and their partners to create change.

www.police-foundation.org.uk

About Accenture

Accenture is a leading global professional services company helping businesses, governments and organisations build their digital core, optimise operations, accelerate growth and enhance citizen services. Accenture has a long-standing history of collaboration with UK law enforcement agencies, working with the Home Office, across the criminal justice system and acting as a trusted transformation partner to major forces such as the Metropolitan Police Service and West Midlands Police.

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Foreword

Policing now operates in a world which is continuing to transform at pace. Therefore, the need and potential benefit of police reform is significant for both the police and the public they serve. Accenture were proud to support the Police Foundation and Cityforum in convening this conference to explore what police reform might mean for forces, what it would take to deliver, and how progress could be made today.

With more than 30 years' experience of supporting police services around the world, we have helped to deliver transformation, applying innovation and driving integration, helping forces navigate complexity and delivering improved outcomes for the public. From this experience, we would highlight five considerations for the implementation of reform.

First, do not let the perfect be the enemy of the good. Reform need not hinge on the full design of the National Centre of Policing (NCoP) and the passing of legislation. There are bottom-up improvements which are within reach and can deliver national benefit today.

Second, build on existing strengths. Many existing capabilities can be expanded, scaled or better utilised. For example, the Single Online Home platform, already adopted by 40 forces, could evolve into a national platform for a wider range of services.

Third, scaling efficiently and effectively means stepping back from a 'not invented here' mindset. Improved information sharing and the common provision of more services at the national level can help realise great benefits. As an example, a national app store could increase ease of use, quality and consistency of capability, as well as reduce costs.

Fourth, new commercial models and partnerships are needed. Industry can play a vital role in funding and codeveloping new capabilities, with the potential for these innovations to both scale and become self-sustaining, delivering value and long-term savings.

Finally, reform cannot be seen as an inward reorganisation; its benefits and value must be felt by officers, staff, partners and most critically the public themselves, helping to increase public confidence. The value must be clear and communicated: the story of reform can be one of tackling challenges which have captured public concern, such as knife crime, retail crime and violence against women and girls.

The potential impact of reform is profound. So, this is a call to action for collaboration among all stakeholders: officers and staff, policymakers, industry, and academia. Together, we can deliver the transformation that policing urgently needs and most importantly we can start now.

James Slessor

UK and Global Public Safety Practice Lead, Accenture

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Delivering Police Reform

Policing in England and Wales has arrived at a defining moment. Facing inexorable growth in demand – including surging demand from violence against women and girls, large increases in fraud offences, the growing scale and complexity of online and organised crime and escalating public order challenges – the police also face the task of maintaining public confidence in an increasingly polarised society. This challenge is set against the context of highly constrained public finances and limited scope for major new reform investments during this Parliament. Against this backdrop there is now widespread professional and policy-maker consensus that aspects of our existing policing system have become inefficient and critically outmoded - and must finally be reformed.

After more than a decade of relative policy stasis, the election of a new government in 2024 provides a much-needed opportunity to reconfigure our policing arrangements to better align with the threats and challenges of the modern world. At the 2024 APCC & NPCC Summit, the then Home Secretary set out a high-level 'blueprint' for the government's reform plans, emphasising improved public connectivity through a Neighbourhood Policing Guarantee, an overhaul of police performance monitoring, renewed attention to crime prevention and – perhaps most significantly – the creation of a new National Centre of Policing (NCoP) to build new capabilities in one place, improve centralised co-ordination and achieve economies of scale initially in areas such as shared services, national IT programmes, forensics and air support.

While some have questioned whether these headlines signal sufficient ambition – and there are models of structural reform that go much further – they do set a clear direction of intended travel, towards a policing system that is more coordinated and nationally consistent, and better able to exploit the efficiencies offered by centralised investment, and pooling resources, expertise and buying power, in areas such as data and technology.

In October 2025, with a much-anticipated White Paper expected to add more substance to the government's plans, over 200 senior leaders from across policing, industry, government and beyond came together at Plexal, Here East, Stratford to discuss the emerging police reform vision and consider the workforce, technology and systemic requirements of successfully implementing such a programme of change.

This report summarises the speaker presentations and plenary discussion that took place, under the Chatham House Rule.

Key messages

- There is a pressing imperative for bold, ambitious reform to the policing system, which can only be delivered through the co-ordinated endeavours of government, policing and its enabling partners.
- Rather than wait for top-down direction and legislation, police forces and agencies can begin to drive bottom-up transformation, in line with national standards and a roadmap for convergence provided by the Home Office and emerging National Centre of Policing. A twin-speed approach to reform can achieve benefits for the public today, while transformation is embedded for the longer term.
- Greater centralisation is necessary but not sufficient. As well as driving efficiencies and reducing duplication, it must enhance local delivery and preserve the core policing principles of policing by consent.
- System design decisions, including around police governance, performance management, decision making and funding allocation will be critical to the success of the reform programme. This must also support innovation and rapid scaling, enable creative partnerships with industry, and discourage parochial or defensive mindsets. Industry partners need to provide solutions that deliver measurable outcomes for the public.
- Wider lessons on delivering organisational and system reform emphasised the value around utilising local knowledge and nuance, encouraging innovation, learning from evaluation, articulating purpose, building pace and momentum, and – above all – engaging the workforce in the process of change.
- Technology and the innovative use of data offer massive potential to transform police effectiveness, efficiency and accountability. Data should be recognised as a vital collective asset for the police service, with data 'democratisation', interconnectivity and national co-ordination given prominence within reform thinking. Existing national technology assets can provide a platform to build from.

- People remain the key to policing's success and the service needs a workforce strategy that enables it to recruit and retain talent, including specialist civilian staff, and one that more comprehensively trains and professionalises its officers and staff, especially in the context of a rapidly changing and digital world. It also needs a culture of leadership that values the wider range of expertise from outside policing that the service will increasingly need in the future.
- To meet the challenges of the mid-21st century, policing's interdependent – but constitutionally, largely independent – parts need to move quickly, decisively and coherently. Government direction will enable and accelerate this and firm timetables for reform milestones could add much needed impetus and focus.
- The pressing challenge for the immediate future is to make a public case for reform. Government and policing need to explain the arguments for change, the costs of the status quo, and what the local benefits will look like in ways that move beyond the blunt rhetoric of 'more police officers on the beat'. The sector must find ways to demonstrate and communicate these reform benefits to the public as taxpayers and explain how changing the system will make for a better police service and ultimately a safer society.

A different kind of reform process

The clearest message to emerge from the day's conversation was that the forthcoming period of police transformation is a window of opportunity that must be seized. It will require a distinctly different, more plural and collaborative approach to change than top-down government reform programmes of the past.

With strong consensus on the imperatives, and a multidisciplinary design team embedded in the Home Office, there is a unique opportunity for government to do reform with rather than to the police service. However, for all the advantages of collaborative design, the political reality of driving through the required legislation will inevitably take time and may involve compromises that the service must accommodate. All public sector reform programmes involve winners and losers and require a government to spend political capital, which is finite and forever in demand for other key domestic priorities, including within the Home Office around borders, asylum and counter terrorism.

There was, nonetheless, a consensus that transformation need not wait for government. Much can be achieved in the short and medium-term through changes to police practice, process, internal policy and leadership perspective – enabled and supported by new local collaborations with the service's partners and suppliers.

Indeed, the 'burning platform' of the current fiscal, political and policing context, and the need to show 'early wins' and build momentum, requires that the entire policing sector mobilises, co-ordinates and applies itself to system-wide modernisation in a way – and at a scale – that it has never done before.

Call to action: Drive bottom-up and top-down approaches to reform. The White Paper will not be the end of the process – and we cannot wait for it to be the start. Reform should be shaped by greater engagement between police forces, the Home Office (and the emerging National Centre of Policing) and existing national agencies. The centre needs to set national standards and provide a roadmap for greater collaboration and delivery of national capability, to ensure forces and agencies do not follow conflicting paths. Within these bounds, police forces should be empowered to drive bottom-up change through local leadership, shared experimentation and greater collaboration, without the need to wait for top-down direction.

Fixing the foundations

There is considerable agreement – within government and across the policing system - on the nature of the strategic challenges being faced. Set against growing service demand, greater complexity of threat, constrained finances and increased public expectation, the police service is neither consistently effective nor efficient enough. Too often, our policing model fails to 'get the basics right' and public support is being tested as a result. Front-line officers and staff lack the support of an effective, enabling infrastructure, let alone one that is world-class. Fragmented and highly de-centralised structures have created expensive duplication, led to a 'postcode lottery' of service quality, hindered the coordinated adoption of technology and left the service without a consolidated national dataset to inform its problem analysis and influence national conversations (for instance on cross-government activity to target resources and prevent crime). The foundations for national and regional specialist capabilities - which often rely on fragile collaboration arrangements and short-term funding agreements - are insufficiently robust and have become misaligned to the contemporary assessment of threat.

There is also high-level agreement, across the system, that addressing these fundamental structural weaknesses necessitates a shift in power, influence and capability - in some specific areas - from the local to the national level, with many actors required to cede some sovereignty in the interests of a more effective system. As government has signalled, this recalibration will involve the Home Office taking a much more active role in police performance management and standard setting than has been the case under recent governments, as well as centralised provision of a range of enabling services through the new National Centre of Policing. In the longer term, this could also involve new, consolidated arrangements for delivering national specialist capabilities such as serious and organised crime fighting and counter terrorism policing.

Equally, there is a shared resolve that centralisation must enable and empower – rather than detract from – the quality of service that the local police workforce is able to deliver to the public and communities, and also that fundamental tenets of the British policing model – notably the foundation of consent, and the operational independence of local chief constables – must be preserved.

Rebalancing the policing system will therefore require careful design. Questions that will need to be worked through include: how does operational independence fit with the imperative to increase service consistency, effectiveness and efficiency by (for instance) rolling out proven technologies across police forces? In what circumstances should the Home Secretary use her power to mandate reforms to the service that reflect whole-system change? Could the College of Policing use its own existing legal powers and national platform to drive through greater consistency? And are changes needed to the mechanisms used by police chiefs and PCCs to arrive at collective decisions?

Decisions on these points will be crucial, alongside a clear articulation of how such internal, structural reorganisations will result not just in enhanced capabilities and much needed efficiencies, but better outcomes for the public.

Call to action: Build on what already exists to develop common capabilities. Forces facing similar challenges and demand profiles can benefit from partnering to rapidly build and test common capabilities, which they can then look to scale. There are also areas where there is clear value in adopting a national and consistent approach or platform, driven by the Home Office (for example developing a national mobile 'app store', or a central vetting function for all forces). There are also examples of national capability which exists today, such as Single Online Home, which can be built upon and further enhanced to provide wider common capability.

Stress testing and strategic enablers

It is also apparent – and widely recognised – that beneath the headline consensus, considerable detail still needs to be worked through, and that points of potential friction – such as governance, partnership and funding – will require careful negotiation and compromise. For instance, it is not yet clear how locally elected Police and Crime Commissioners (PCCs) will be involved in the oversight of new national functions that contribute to the 'totality of policing' affecting their constituencies. Consideration also needs to be given to how the balance of national and local funding streams might shift to reflect new structural arrangements. The mechanisms through which PCCs, the Home Office and

HMICFRS can all contribute to a coherent and singular performance management system, that avoids perverse incentives and respects operational independence, will also need careful design.

There were calls too for police reform to progress in ways that recognise the way policing contributes to multiple interconnected systems, that are themselves undergoing significant transformation.

Local government devolution, for example, (the shift towards directly elected metro and county mayors), has potential implications for policing structures and local governance, while disjointed performance regimes, that encourage courts and the CPS to minimise system failure while encouraging the police to increase throughput, are surely sub-optimal. Cross-departmental performance management and 'system leadership' are important enablers of improved outcomes.

Finally, delegates raised police finance as a risk to effective reform. While there are differing views on the potential for efficiency gains to incrementally fund transformation, it was made clear that an outdated funding formula, which increasingly produces a geographic mismatch between police demand and the resources available to address it, militates against consistency and the convergence of interests, and inhibits system-wide performance improvement.

Call to action: Redefine governance, partnership and funding for innovation and impact. Reform presents an opportunity for new relationships, funding and governance structures. It is important that police governance is designed with agility and action in mind, but with the ability to fund and scale 'what works' and deliver national capability and consistency, which will support the operational independence of chief constables and the ability of PCCs to champion local priorities. Policing and industry also need to be collectively creative in looking at partnership and funding models which are outcome-focussed and value-driven and where investment can be used as a catalyst for new approaches.

Learning from elsewhere

For those engaged in delivering police reform, there is much that can be learned from transformation experiences elsewhere and in other parts of the public and private sectors.

There was endorsement – born from the experience in Scotland (where eight regional police forces were merged to form a single national entity in 2013) – that centralisation programmes can serve to enhance local provision, by optimising the balance between genuinely local routine service delivery and the capability to rapidly deploy specialist central expertise when required. There was also evidence that such processes can achieve considerable efficiencies, by stripping out duplication and streamlining management structures.

These endorsements, however, were balanced with warnings: first, that efforts to improve consistency through centralised performance management must permit space for local nuance and contextual understanding, and second – most powerfully – about the human impacts of transformation and the unanticipated impacts these can have if not recognised and accommodated. The importance of engaging staff and partners throughout the change process was emphasised, alongside the imperative to articulate, re-emphasise and navigate by a clear 'North Star' statement of purpose and vision, celebrate progress towards it, and thank people for engaging with change.

Speakers emphasised the twin challenge for leaders, of transforming their organisations and systems while also delivering essential services (or 'fixing the plane while flying it') and the need for dual governance processes to achieve this. It was also stressed that transformation requires a different set of skills, expertise and knowledge (and potentially therefore different personnel) to business as usual.

Innovation was highlighted as a key driver of transformation, with learning summarised on the value of creating conducive conditions for experimentation, learning from 'intelligent failure', creating forums for practitioner exchange, and adapting promising practice to local context. There was also a recurring call for pace: recognising the value of approaching change with energy and of creating momentum, while balancing the need for process, planning and performance monitoring with dynamism and delivery.

Call to action: Build evaluation into evidence-based innovation approaches. Reform presents an opportunity to both capture and scale current innovation and create an environment to drive ongoing continuous improvement. Building evaluation into the innovation cycle is critical in helping to identify insights (even from failures) that can be taken forward. The ability to then scale this means both greater consistency and a greater dispersal of the benefit across policing.

Transformational data and technology

Delegates were presented with compelling examples, including recent innovations pioneered by Bedfordshire Police and its technology partner Palantir, of how new applications of AI can not only improve existing police processes but fundamentally transform the way the police do business. Whether by stripping out failure demand from contact management centres, automating data input and database searching tasks to free up resources, joining up siloed applications to better identify risk, or quickly interrogating large quantities of data on seized devices to indicate potential criminal activity, it is clear that Artificial Intelligence (AI), and its ability to derive actionable information from policing's vast and unique data deposits, can massively improve the effectiveness and efficiency of swathes of police activity. In short, technology can offer an engine for significant service and system transformation, delivering enhanced capability and saving significant time and effort for staff.

It is also clear, however, that although policing provides a rich environment for innovation (both in technology and more widely) – sometimes driven by acute funding imperatives – it is far less effective at upscaling and rolling out good practice system-wide, leading to an ever-more inconsistent and sub-optimal whole.

Current system imperatives tend towards piecemeal, incremental and uneven adoption, and while preparatory work is underway (as part of transition planning for the National Centre of Policing) for a more fully integrated policing IT architecture, the compelling vision of a more unified police service, bound together by federated data, gives cause to question whether more radical enabling reform is required. The case for mandating a centralised

national approach to data, technology and associated skills – that recognises the true value of data and insight as a national or 'collective' policing asset – was powerfully made.

The most time-sensitive technological challenge is posed by AI. While AI offers significant potential to enhance efficiency, improve investigative capabilities and support predictive analytics, a key concern is the risk of forces pursuing locally developed or 'homegrown' solutions without national coordination. This could create new financial inefficiencies and risks around ethics and governance. The NPCC and the College of Policing have begun issuing national guidance – such as the AI Playbook and the AI Covenant – but these frameworks remain voluntary. Maintaining public confidence, as policing embraces the opportunities offered by AI, will require strong oversight and scrutiny processes, which need to be planned and provisioned for from the outset.

Call to action: Put data and technology at the heart of reform. Data needs to be viewed as a vital shared 'national' asset, used 'from the boardroom to the briefing room to the beat', critical to driving operational effectiveness, accountability and strategically smarter reform. The ability to nationally and consistently utilise new forms of data exploitation can be a game changer for policing (as demonstrated during Operation Venetic, where the takedown of the EncroChat platform revealed a completely new threat picture, even to those who had policed a geography for decades). The NPCC National Information Technology Reform Strategy & Roadmap helps to provide a phased roadmap for more integrated and secure technology provision across policing and highlights data as a key strategic asset.

Enabling policing's people

While policing is an information business, it is also, fundamentally, a relational, human endeavour and its people need to be given central attention – and a voice – in any programme of reform.

The discussion made clear that there are significant challenges for the service in securing, retaining and training the workforce it will need to achieve its future mission. Some of these challenges are political: created by the insistence of successive governments that investment should be linked to police officer headcount, leading to an imbalanced workforce and shortages in critical non-warranted roles. Some are procedural: with current regulations restricting the ability of chiefs to both retain and remove staff or adjust remuneration packages. Others are cultural: with past decisions to cut training and vetting budgets, and to disinvest in leadership, wellbeing and representation, implicated in damaging, ongoing misconduct problems across many forces.

Addressing these issues will be key to enabling policing to transform, but there are also cultural factors – parochialism and the habitual resistance to what was 'not invented here' – that require a shift in leadership mindset, as much as new process.

The growing criticality of data and digital leadership to policing's future also surfaces challenging questions for chief police officers about their readiness to embrace the expertise of digital leaders, many of whom sit within the police staff cadre, but who have delivered successful technology transformations in other sectors.

Calls were made, therefore, for reform proposals to give central attention to how policing recruits, retains, upskills and more comprehensively professionalises its workforce. It was noted how little of the police budget is currently allocated to learning, and how few policing specialisms currently required bespoke accreditation (with rape investigation, for example, only recently been subject to specialist training and accreditation). A Licence to Practise requirement, as well as a concerted programme of investment in leadership development, was advocated, to bring about a step change in service professionalisation and to empower and equip leaders for future reform programmes. The College of Policing's recently announced Police Leadership Commission represents an important step on the journey.

Call to action: Consider the workforce at every stage. People are the biggest asset in successful transformation. Change must be done with the workforce, not to it. In the policing context this means securing buy-in from leaders, officers and staff and demonstrating what it means for them as individuals. This will require a clear workforce strategy for policing, which supports cultural change and leadership development, combined with digital fluency, in support of reform. Experts across the ecosystem should be valued and listened to, and good leadership, communications, training, change management and wellbeing should be front and centre of reform efforts.

Conclusion

The appetite for a bold and radical White Paper, to set out the detail for an ambitious police reform programme is clear. There is widespread agreement that only a recalibration of the English and Welsh policing model – which addresses long-standing inefficiencies and gives the service a stronger and more capable centre – is needed to deliver the uplift in effectiveness, efficiency and consistency that the public expects and deserves.

Government proposals for enabling this, through changes to police organisation, governance, performance management, decision making structures, funding allocation, technology and data, workforce composition and professionalisation and leadership – among many other areas – are now keenly anticipated.

However, government is not the only driver for the current wave of police transformation. The direction of travel has been clearly flagged and there is sufficient consensus across the policing system for its disparate parts to move more purposefully together and to build collective momentum. The absence of perfect conditions for reform should not be the enemy of bold, pragmatic steps that prove the case for a more confederated approach to innovation and promote a mindset that increasingly recognises - and can articulate for the public, workforce and partners - the value of 'the national', alongside the enduring importance of local context that is so critical to the policing that people actually experience. There are existing shared assets, such as the Public Contact Portfolio (including the Single Online Home platform), the College of Policing, and the new National Centre for Violence Against Women and Girls that can act as footholds and exemplars for what stronger central efforts can achieve. There are also opportunities, offered by the shift to a more national delivery focus, to engage industry partners in more creative and cost-effective ways, providing scale that will encourage longer-term and more ambitious partnerships.

Policing is a mixed economy with many vital, interdependent parts that make up the whole system. That system is under huge strain, but reform efforts allow for it to be much more than the sum of its parts. The main challenge for policing now is to show that it can better align those parts – through bold, once-in-ageneration 'no regrets' moves – that will contribute to building a greater whole.





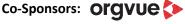
A 2025 Cityforum Policing Programme

Delivering Police Reform - Mission, People, Technology

Thursday 2nd October 2025 Plexal, The Press Centre, Here East 14 East Bay Lane London E20 3BS

Agenda

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09:30 - 09:35Welcome and introductory remarks by:

Ms Susannah Shaw Deputy Director Cityforum

Mr Andrew Roughan CEO Plexal

09:35 - 11:20Session One: Interrogating the vision and the road ahead

> Chaired by Sir Craig Mackey former Deputy Commissioner Metropolitan Police Service; Associate Cityforum

Assistant Commissioner Louisa Rolfe Reform Lead NPCC

PCC Emily Spurrell Chair Association of Police and Crime Commissioners

Sir Andy Cooke Chief Inspector HMICFRS (new Police Performance Framework)

Mr Andy Doran Police Strategy and Innovation Director Salesforce

Mr Oliver Shaw CEO Orgvue

Followed by an extended round table discussion with Ms Bethan Page-Jones Director PSG Home Office

11:20 - 11:45**BREAK**

11:45 - 13:30Session Two: Learning from elsewhere - what are the key factors that will deliver success?

- How to multi-task in an energy-poor system
- Importance of phasing and synchronising the introduction of reforms with daily operations, demonstrating quick 'big wins' to increase public confidence

Chaired by Mr Blair Gibbs Director The Police Foundation

Sir lain Livingstone former Chief Constable Police Scotland

Ms Deborah Cadman former Chief Executive Birmingham City Council (Transformation of West Midlands Combined Authority and lessons for police reform)

Professor Jean Hartley Emeritus Professor Open University; Founding Academic Director Centre for Policing Research and Learning

Chief Constable Trevor Rodenhurst Bedfordshire Police (Change at pace, without disruption)

Ms Rachael Millar Deputy Director Joint Police Reform Team Home Office

Followed by an extended round table discussion

13:30 - 14:15LUNCH





14:15 – 16:15 Session Three: What will be required of policing and its partners for successful implementation?

- Changes to workforce and governance
- Digital, Data and Technology as the backbone of policing
- The changing role of local vs national policing

Chaired by **Sir Craig Mackey** *former Deputy Commissioner* Metropolitan Police Service; *Associate* Cityforum

Chief Constable Sir Andy Marsh Chief Executive Officer College of Policing

Mr Tony Blaker Chief of Staff DDAT-CC NPCC

Ms Aimee Smith Director of Data Metropolitan Police Service

Mr James Slessor Managing Director UK and Global Public Safety Practice Accenture

Mr Montell Neufville Managing Director Att10tive (A communities assessment)

Followed by an extended round table discussion with a comment from Mr Tony Eastaugh CEO PDS

16:00 – 16:15 Conclusions and key take-aways Assistant Commissioner Louisa Rolfe Reform Lead NPCC

16:15 CLOSE

A Cityforum Dinner Discussion

The Ambition of Reform

Wednesday 1st October 2025 BT Tower, 45 Maple Street, London, W1T 4BG

Hosted by



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