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Review of Police Leadership and Training

Peter Neyroud QPM

Chief Constable

Volume One

Review of Police Leadership and Training.

Dear Home Secretary,

The Review of Police Leadership and Training:

I am pleased to be able to present you with my Review of Police Leadership and Training, following your commission to me in August 2010. You asked for a 'fundamental review of the current approach' and I believe I have delivered on that ambition. I have done so by a very careful review of the evidence, a wide -ranging consultation across the police service and by drawing on the thoughtful contributions of experts here and abroad.

I have concluded that, in the light of the government's published ambitions for policing and the challenges that policing needs to meet; this is a moment for radical change in the approach to police leadership and training. The historical look that I undertook demonstrated to me that the current approach was largely designed in the 1940's to meet the challenges of Post War Britain. It has evolved over the last 60 years, but is still recognisably the same model.

Policing in the 21st century presents very tough and very different demands on the police. The government is proposing a renewal of the democratic accountability of policing, I am recommending to you in the Review report that this is matched by a new approach to the professionalism of policing. The cornerstone of my report is the creation of a new Professional Body for policing, embracing the whole of the police service and responsible for leadership, learning and standards. It should be transparent, accountable and act as the public's guardian of excellence in policing.

The creation of the Professional Body provides the framework to enable a transformation of the culture of learning in the police service. Moving away from in house delivered programmes which have been largely classroom based to a new partnership with Higher Education, building towards the 'teaching hospitals' for policing linking learning with practice. A new professional qualification framework will see managers and frontline officers developed and supported to keep their practice current and consistent with the best.

I do not underestimate the challenge of achieving this vision over the next few years. I have set out some key steps that will need to be taken quickly to generate the momentum for success and to achieve the savings and benefits that I have outlined in the Review.

There is, undoubtedly, a major role for Ministers in providing clear support and direction. I hope, therefore, that my Review provides the right framework to enable you to feel confident to move forwards.

I am very grateful to you for the opportunity to undertake this work. It is the highest honour for any leader in any profession to be asked to set out the future for its leadership. It is a precious trust and I hope and believe that I have been able to provide a firm foundation for that future

Peter Neyroud QPM
Chief Constable

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Abbreviations

ACPO	Association of Chief Police Officers
BTP	British Transport Police
CBRN	Chemical Biological Radiological and Nuclear
CEPOL	European College of Policing
CPD	Continuous Professional Development
HMIC	Her Majesty's Inspectorate of Constabulary
HPDS	High Potential Development Scheme
ICF	Integrated Competency Framework
ICIDP	Initial Crime Investigators Development Programme
ICP	Independent Command Programme
IPAB	International Police Advisory Board
IPLDP	Initial Police Learning and Development Programme
NCA	National Crime Agency
NPB	National Policing Board
NPIA	National Policing Improvement Agency
NSCAS	National Senior Careers Advisory Service
PCC	Policing and Crime Commissioners
PCP	Policing and Crime Panels
PCSO	Police and Community Support Officers
PDR	Personal Development Review
PERF	Police Executive Research Forum
PNAC	Police National Assessment Centre
SCC	Senior Command Course
SEARCH	Standardised Entrance Assessment for Recruiting Constables Holistically
SOCA	Serious and Organised Crime Agency
UKBA	United Kingdom Borders Agency

Executive Summary

Introduction

This Review was commissioned by the Home Secretary in the light of the Coalition Governments reform agenda on policing. The Government's consultation document, 'Policing in the 21st Century: Reconnecting police and the people',¹ which was published in July 2010 set out 'the most radical change to policing in 50 years'. The first part of this reform agenda, specifically the Police Reform and Social Responsibility Bill, was set before parliament on 1 December 2010.

The paper contained three key themes; the first is reconnecting the police with the public. There are two key steps towards this: the 'transference of power back to the people', principally through the election of local Police and Crime Commissioners (PCCs); transferring power away from government by doing away with national targets and leaving PCCs instead to create local Crime and Disorder Plans². Both of these are the main subject of the Police Reform and Social Responsibility Bill. Alongside this, the second theme is institutional change: the creation of the National Crime Agency (NCA) to provide a stronger national approach to serious and organised crime; the phasing out of the National Policing Improvement Agency. The third theme is severe fiscal constraint, with police forces facing 'serious and difficult' financial choices. Finally, running through the whole document is a recognition of the 'golden thread' needed to connect policing at all levels – local, national and international – if policing is to be effective in the 21st century.

Alongside growing demand for policing at all levels, from neighbourhood action on anti-social behaviour to national efforts to tackle serious, organised crime and terrorism, these reforms provide immense challenges for police leaders. As the lead for the Review, I was, therefore, asked to carry out a 'fundamental review of the current approach', whilst examining in particular, how leadership and professional standards could be taken forward by a 'repositioned Association of Chief Police Officers (ACPO)', how talent can be developed to meet the new challenges and how

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the national functions currently delivered by the NPIA could be transitioned into the future. The eight key points of the Terms of Reference are set out below:

- 1. How ACPO can own and develop a shared vision in the service which engages practitioners, with PCCs' locally and nationally with Government and other organisations such as the new National Crime Agency, for the standards of leadership and the development of the profession, building on learning from the Leadership Strategy:**
- 2. How to develop an ACPO capacity to deliver leadership development, and assessment/accreditation, supported by the Superintendents' Association, the Police Federation and others, which brings a cohesive approach to the leadership landscape:**
- 3. Areas of focus nationally and locally for the leadership and talent management challenges – for example to identify key transitions and talent pools, including to increase diversity and respond to the Value For Money and operational skills challenges of the service:**
- 4. The legal framework for assessment, for example for the promotion processes.**
- 5. How the NPIA leadership functions can be transitioned effectively, in the context of the need for very substantial budget reductions:**
- 6. The need to respond to the Government's priority of reducing the unsustainable national deficit, including alternative funding models for leadership that both reduce and recover cost:**
- 7. The potential role of other providers in training delivery, including other public sector leadership academies, the private sector, and other institutions:**
- 8. The implications of the strategic direction for the leadership estates and infrastructure.³**

Principles of Policing in the 21st Century.

I begin the Review by identifying the principles that need to underpin the approach to policing and police leadership in the future mapped out by the consultation

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document:

1. **Democratically accountable:** This is more than simply about the introduction of PCCs. It is about the link between police and civil society, between local police officers and their neighbourhoods'. It is also about the way in which the standards that guide police practice are the product of democratic debate⁴.
2. **Legitimate:** There is a growing body of evidence to support the importance of the police performing their duties in ways that develop and maintain public perceptions of fairness and ethical behaviour. The research for the review reinforced the importance of such an approach in providing authority to the police and supporting law keeping by the public
3. **Evidence-based:** A growing body of evidence has been built up around effective police practice over the last 30 years⁵, which means that policing, professionally applied, works.
4. **Nationally (and internationally) coherent:** The more that policing is localised for delivery, the more important it is to be clear on the areas where interoperability and national standards are vital to protect the public
5. **Capable, Competent and cost-effective:** building on the 1964 Police Act's principle of 'efficiency and effectiveness', Policing needs both to deliver desired outcomes and do so in a progressively more cost-effective way.

Structure of the Review

The Review has a very strong focus on the evidence base, the historical background and research into prior literature and policy on leadership and training. The evidence base was enriched by extensive multi method consultation across the service, with practitioners and stakeholders.

The eight tasks established by the Terms of Reference were grouped into four 'pillars' which shape the Review and its findings:

1. Professionalising the Police Service: creating a Professional Body

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- 2. Building Professional Development**
- 3. Developing Senior and Strategic Leadership**
- 4. Delivery of leadership and training**

Overall, the Review report argues that the police service needs to move from being a service that acts professionally to becoming a professional service. I recommend the setting up of a Police Professional Body, supported by a Charter, which would be responsible for the key national standards, both individual and organisational, qualification frameworks, leadership and training approaches for the service (**Chapter 3**). A single such body will be able to simplify the burgeoning national standards for policing, picking the really important ones and jettisoning what has become a welter of unnecessary and bureaucratic guidance. Led by members of the service from senior ranks, frontline role and police staff, it will be able to develop a more confident, less risk averse, professional approach. It will be a transparent and accountable body committed to public service and excellence in policing. It will be the public's professional guardian of the quality of policing.

The Professional Body will 'reposition' ACPO by merging its functions into the new body whilst bringing in members from across the service, from police officer and police staff roles. A strong Executive Board will run it with a wide membership, including external, independent members. The key role of the Chief Constable in the 'direction and control' of local police forces will be recognised by a new Council of Chief Constables that will provide support and advice on key standards, collective advice to Ministers and the 'inter-operability board' for England and Wales.

The creation of the Professional Body allows the phasing out of a complex and convoluted governance structure for overseeing police leadership and training that has evolved over the last 100 years.

With the setting up of the Professional Body I am recommending a radical change to the pre-entry qualifications for policing (**Chapter 4**). All police constables will need to obtain a new 'Police Initial Qualification' before being attested and before becoming members of the Professional Body. I propose a number of different routes to achieving the qualification in order to ensure that policing is able to draw on a wide

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range of potential applicants, from those with high quality degrees to those with significant career experience and a wide and diverse range of backgrounds.

Alongside this I describe a transformation of the culture of police training, shifting from class room based approaches, largely delivered in house to a more flexible one, in which there is greater responsibility for professional development on the individual officer and new partnership with Further and Higher Education. Officers will be better qualified on entry and, whilst qualifying, many will provide visible patrol as Special Constables, reinforcing the public service ethos. There is also a new emphasis on lateral development, with a qualification framework that will support and recognise developing expertise amongst neighbourhood officers, response officers, investigators and specialists, in a way that will encourage the very best officers to stay in the key frontline roles that matter most to the public and be rewarded and recognised.

I am also recommending a new qualification framework for managers (**Chapter 4**), providing a clear stepped development approach to becoming a manager, a senior manager and a strategic manager. At each level, there is a strong emphasis on the knowledge – legal and scientific, leadership skills and behaviours, business skills and command skills required to perform successfully. The national approach provides the core upon which local Chiefs can build local development and talent management. All police constables seeking to become managers at the Sergeant rank will need to pass the Frontline Managers qualification, which will replace the current OSPRE 1&2 and Workplace Based Assessment approaches. Those aspiring for senior management at Superintendent level will need to pass the new Senior Management in Policing qualification, at Level 7 or Masters level (**Chapter 5**).

I propose that local forces will commission the delivery of these qualifications from HE and other providers accredited by the Professional Body. I would encourage the development of an approach that links learning with practice along the lines of a teaching hospital where clinical practitioners provide teaching and link what they teach with their own practice.

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I recommend a new approach to the qualification, assessment and development of the strategic leaders of the service (**Chapter 5**). The approach is in four steps: obtaining the Senior Management in Policing qualification; a national assessment centre that will focus on the candidates potential for the most senior roles and the development they may need; application for and appointment to an Assistant Chief Constable role; and in a Strategic Command Programme to develop those appointed once in role.

The responsibility for the national talent management approach in policing will sit fair and square on the Professional Body (**Chapter 5**), but with strong, external, independent involvement. The Professional Body will drive the High Potential Development Scheme and the executive search process to identify and support the development of the potential pool for Chief Officer posts. It will provide standards and guidance to Chief Officers on their local management of talent in their forces.

The new qualification approach requires a completely different delivery approach to the present one (**Chapter 6**). There will still be a need for a number of areas of specialist training delivery in areas such as forensics, covert policing and firearms and thus a need for a new national delivery body with specialist facilities. This should include the growing role in providing international police training and support. I recommend that, unless a wider decision on the transition of NPIA functions to a single body is made, this national delivery function should become the responsibility of a subsidiary arm of the Professional Body. The latter will be able to charge for the services delivered.

This apart, however, in future most police training will be commissioned but not wholly delivered by the police service. This provides significant opportunities for the police service to reduce the substantial training estate and overheads in local forces as well as the costs of the national infrastructure. This raises questions about the future role of the National College of Police Leadership. Either this should become the campus of an HE institution or the College itself and the international police 'business school' should move to a major university campus.

In the concluding section of the report, (**Chapter 7 and 8**) I have laid out a path to implementation starting with the creation of a Programme approach designed like a

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shadow Professional Body. I have also included indicative financial costs and potential savings (**Chapter 7**) and an action plan (**Chapter 8A**)The ambition would be to achieve a Charter for the new Body in 2012, matching the phasing out of the NPIA and allowing the transfer of the identified staff and functions. A key early target would be a new national approach to talent management. The Programme would then focus on the Police Initial Qualification, Frontline Manager's Qualification and Senior Management in Policing Qualification, aiming to have them all in place for the following year. After a transitional period, all members of the police service should be members of the new Professional Body by 2014. By streamlining and modernising the professional approach to policing the Review's recommendations will deliver a new and vibrant professionalism in policing.

England and Wales was first in building the modern police service in 1829, with this approach it will be first again in building the new police professionalism of the 21st century. The new professionalism complements and supports the new democratic accountability set out by the government and prepares the leadership of the police service today for the challenges of tomorrow.

Recommendations and Supporting Proposals

One **The creation of a new single professional body for policing, which should become chartered by the Privy Council.**

One A **That the new professional body for policing is a professional body for the whole of the police service, with the repositioning and merger of ACPO into the professional body as the “head and heart” of the body.**

Supporting Proposals

That the Home Secretary should have the ability to appoint a ‘nominee’ non-Executive director to the Board of the chartered body

That the professional body should, in the interests of transparency and public accountability provides the Home Secretary with a business plan and a regular report of key issues. This will reflect the funding that I will propose that the body receives from the Home Office as well as enabling the body to reflect on, and respond to, the national priorities articulated by government.

That a Police and Crime Commissioner be involved in and chair an Independent Scrutiny Board (ISB), somewhat akin to the concept of a scrutiny panel in the case of a PCC as envisaged in the Police and Social Responsibility Bill

That ACPO repositions itself by merging its existing organisation into the chartered body whilst at the same time bringing in the wider membership.

Two **With regard to the Professional Body Executive Board, I would recommend that a number of independent non-executive directors are appointed.**

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Supporting Proposals

That a Professional Body Council provides a wider range of representation from across the police service supports the Board.

That early consideration is given to the simplification of the role and structure of national bodies and meetings to ensure a clearer framework of accountability at the national level.

That the President [of the Professional Body] would need to be a Chief Constable with strong experience and reputation in the profession.

Three:

That, in establishing a Professional Body, the current burdensome, governance landscape of doctrine, guidance and meetings is rigorously assessed to consolidate into distinct areas such as Strategic Policing, Professional Practice Ethics and Standards, Learning Training and Development and Workforce Requirements. This assessment should be underpinned by evidence throughout.

Four:

That the professional body owns and develops a police initial qualification (PIQ) for entry into the profession

Four A:

That the qualification, which should be equivalent to a level four qualification, should be the pre-condition to registration and fitness to practice as a police officer and a pre-condition before attestation and employment as a fully attested police officer

Supporting Proposal

That a full cost benefit overview is conducted in order to realise the full financial benefits of the PIQ route.

Five:

The creation of an overall professional development approach which adopts the four core elements of police training: Operational, Specialist, Command and Leadership

Six:

A new management qualification in policing to

qualify for promotion to a first line manager, which incorporates a national qualification incorporating an assessment of management understanding, legal knowledge and what works in policing.

Supporting Proposal

That the Professional Body should set out the development pathways for Sergeants to build their skills towards the wider frontline and middle management roles that are required at Inspector

Seven:

The introduction of simplified, streamlined PDR system based on the contribution of the individual to policing outcomes and their qualification and continuous professional development

Eight:

There should be a clear qualification requirement for senior management (Senior Management in Policing qualification (SMIP)) which This should lie at level seven or master's level, and incorporate command as well as business skills and the evidence around effective policing

Supporting Proposal

That the development of leaders in business skills and learning content, which is generic across the public and private sectors should be delivered by external providers and linked to generally recognised qualifications

Nine:

Though both PNAC and the SCC should continue through the transition to the Professional body in 2011/12 thereafter, there must be a rapid transformation to new approach with four simple steps: the SMIP qualification;

- 1. Recommendation by the Chief Constable (to enable workplace performance and delivery to be an important influence in selection**
- 2. National Assessment;**

3. Appointment as a Chief Officer;
4. A Chief Officer Development programme.

Ten: The Professional Body should take over the prime responsibility for the executive search process, the standards required and for managing the process. This implies that the current Senior Appointments Panel would not be required in future.

Ten(A): That the Professional Body ensure that a strong panel of independent members of the community is developed to support the process and assist chief officers in the appointment process.

Supporting Proposal

To maintain transparency, the professional body should be as part of its annual business plan which it presents to the Home Secretary should enclose a report on the monitoring and progress of the strategic appointment process.

Eleven: That strong consideration be given to developing such an international programme in partnership with the Police Executive Research Forum in the USA, the Royal Canadian Mounted Police in Canada, the Australian Commissioners and New Zealand Police Service.

Twelve: That a delivery body be created to ensure national support to leadership, training and development functions identified (chapter six).

Twelve(A) That the delivery body should be a subsidiary body of the Professional Body which will hold the commissioning function.

Thirteen That an Implementation Programme is commenced to carry forward the Review.

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Thirteen (A) That the implementation Programme is structured as if it were the Shadow Professional Body, with a joint leadership from ACPO, Superintendent's Association and Police Federation, led by a Chief Officer. An experienced, independent, Non-Executive Director should be nominated by the Home Secretary from the outset, mirroring the proposed Professional Body structure.

Fourteen : That funding be provided against ACPO's agreement to the nomination of the Non-Executive proposed above to the current ACPO Board, providing transparency and enhancing governance in the transition

Supporting Proposal

That the Home Office, either wholly through a top slice or jointly with the APA, confirm ACPO's grant for 2011-12 at the earliest opportunity

Introduction

The context of the Review.

Good policing is fundamental to the creation and maintenance of a society that values freedom, fairness and responsibility⁶. As well as the primary role of being ‘the civil force of the state’⁷ the police also support self-policing by communities and individuals and they do so through uniformed patrol, intelligence, investigative and specialist skills. In doing so, the intention is to prevent crime, disorder and anti-social behaviour and reduce serious risks and harms posed on the public such as organized crime and terrorism. The mission of the police in the 21st century is both a practical one: reducing harms, and a symbolic one: the police represent the public face of our democracy. In doing so, the police are entrusted with the use of force⁸, powers to restrict liberty and ultimately to take life where otherwise a life might be lost.

Britain was the first country in the world to develop the ‘new’ police, and it did so in the 1820’s: a time societal change which was driven by the industrial revolution⁹. The British tradition of policing emerged through Robert Peel’s formation of the Metropolitan Police in 1829 and legislation in the 1830’s to create borough and county police forces. What emerged were local police forces, rather than the continental model of national gendarmeries with a strong emphasis on prevention rather than just prosecution. Above all, it centred, as the Royal Commission of 1962 would reflect, on the role of the constable as a ‘citizen in uniform’.

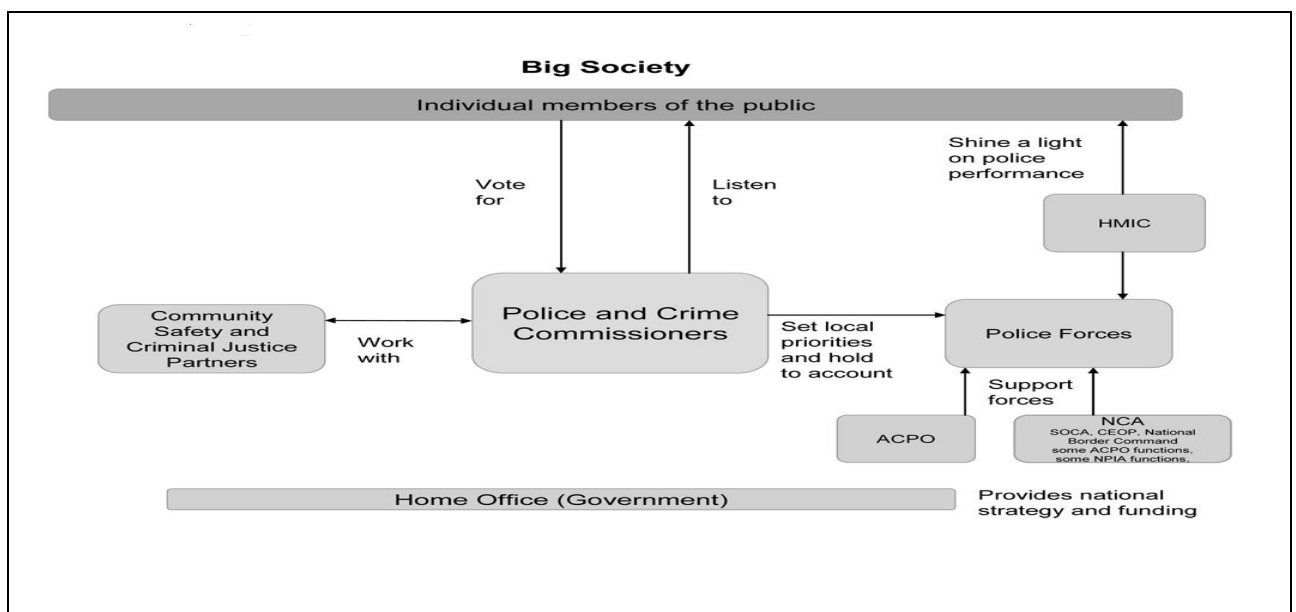
The post-industrial, globalised 21st century has stretched this local model which had its roots in local geography and occupational culture built over nearly two centuries of practice. Increasingly, global rather than simply local influences are shaping our society – promoted by the growth of urban living, national and international transport networks and massive advancements in information and communication technology. As a result, arguments in favour of a less localised approach to policing have been advanced - both to benefit from efficiencies of scale and to improve ability to tackle the most serious crimes and national and international criminal networks. This has

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included suggestions for merging forces¹⁰. Similar pressures apply across the world¹¹ as the work of an international group of Police Chiefs and academics has identified¹² the costs and challenges facing policing have reached a point where our democracies must now face fundamental choices about the nature, function and organisation of public policing¹³.

The Coalition government in the UK responded to these challenges in July 2010 with the consultation document, '*Policing in the 21st Century: Reconnecting police and the people*¹⁴. Referring to 'the most radical change to policing in 50 years' it contains three key themes, some of which have been imbedded in the Police Reform and Social Responsibility Bill. These are; the transference of power back to the people, principally through the election of local Police and Crime Commissioners (PCCs'''); transferring power away from government by doing away with national targets with PCCs'''' instead creating local Crime and Disorder Plans¹⁵. Finally there is the shift in focus of (national) government through the creation of the National Crime Agency (NCA). Running through the whole document is a recognition of the 'golden thread' needed to connect policing at all levels – local, national and international – if policing is to be effective in the 21st century.

Fig 1.: Home Office proposal for the future landscape of policing (pre review outcome)¹⁶



Review of Police Leadership and Training.

This review of 'Police Leadership and Training' is a direct consequence of the radical changes posed in the Home Office paper 'Policing in the 21st Century'. As well as introducing PCCs" and supporting Policing and Crime Panels, the paper also proposed phasing out of the National Policing Improvement Agency (NPIA) and a clearly expressed intent to 'professionalise the police at all levels'¹⁷ foreseeing a key role for Chief Officers (as the guardians of operational independence) in shaping this:

*'ACPO needs to play its role in this by repositioning itself as the national organisation responsible for providing the professional leadership for the police service, by taking the lead role on setting standards and sharing best practice across the range of police activities... they should also play a leading role in leadership development, including some training programmes, while ensuring effective support and challenge from other providers'*¹⁸

Consequently, I was asked, in August 2010, by the Home Secretary to conduct a 'fundamental review of the current approach' to Police Leadership and Training. This review, as the Terms of Reference (ToR) made clear, should 'draw on the learning and expertise currently within the NPIA, the Association of Chief Police Officers (ACPO) and beyond to other professions and international approaches. Furthermore, the ToR identified eight clear issues for this review to address:

1. How ACPO can own and develop a shared vision in the service which engages practitioners, with PCCs' locally and nationally with Government and other organisations such as the new National Crime Agency, for the standards of leadership and the development of the profession, building on learning from the Leadership Strategy;
2. How to develop an ACPO capacity to deliver leadership development, and assessment/accreditation, supported by the Superintendents' Association, the Police Federation and others, which brings a cohesive approach to the leadership landscape;
3. Areas of focus nationally and locally for the leadership and talent management challenges – for example to identify key transitions and talent pools, including to increase diversity and respond to the Value For Money and operational skills challenges of the service; and
4. The legal framework for assessment, for example for the promotion processes

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In order to do this the review needed to consider:

5. How the NPIA leadership functions can be transitioned effectively, in the context of the need for very substantial budget reductions:
6. The need to respond to the Government's priority of reducing the unsustainable national deficit, including alternative funding models for leadership that both reduce and recover cost:
7. The potential role of other providers in training delivery, including other public sector leadership academies, the private sector, and other institutions:
8. The implications of the strategic direction for the leadership estates and infrastructure.¹⁹

The ToR set the reporting date for the Review as December 2010 and specified that costings for implementation of any recommendations be included.

Guiding principles

I have started with some assumptions. Firstly, I have presumed that leadership in policing is a function exercised at *all* levels of the service; all police officers, from the police constable to the Chief Constable (as recognised in the competency based recruitment and promotion procedures for all ranks.) Second, as the review has a national remit encompassing policing in England and Wales, my primary focus is issues of national approaches and provision and how they relate to local delivery. This is particularly the case as the consultation document articulates a *clear* division of labour between local delivery and national policy and frameworks.

The rationale then for a 'fundamental review' is both clear and compelling and it seems to me that there are three major areas of radical change, to which this review must respond:

Democratic accountability: The introduction of PCCs and their proposed remit over local policing, represents a radical shift in the relationship between national government, Chief Constables and local governance, abolishing with it the existing

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'tripartite relationship'. Originally created by the 1964 Police Act, the tripartite existed to balance national guardianship over efficiency and effectiveness (by the Home Secretary) with responsibility for providing an efficient and effective local force (through the Police Authority) and the direction and control of the police force (by the Chief Constable). The government has also brought a halt to nearly 20 years of a national policy to control local police forces through 'national objectives' and national targets. In doing so, the consultation paper and subsequent Police Reform and Social Responsibility Bill set out a very different relationship between national government and local forces, one in which the default position is that local policing is the responsibility of local PCCs.

Institutional change: The proposal to phase out the NPIA represents the end of 60 years of continuous, national, provision of leadership, learning and support functions to the police; which started with the creation of the National Police College in 1947²⁰. The consultation paper also put ACPO on notice that they need to 'reposition' and reform, whilst proposing the creation of the NCA – a 'powerful new body of operational crime fighters'.

Financial pressure: The Coalition agreement of May 2010 and subsequent Comprehensive Spending Review (CSR) which reported in October 2010 have committed the government to tackling Britain's 'record debts'. The impact of this on the police service is that of 'serious and difficult budget cuts'²¹ which, after several decades of steady growth in funding, provides a challenge to police leaders unprecedented in recent times. However, this is not an issue faced in the United Kingdom alone. Internationally, the relative costs of policing have become an issue of general interest to governments²². In England and Wales, the impact is compounded by the differential effect of the budget reductions on the national infrastructure for policing, including that supporting Leadership and Training. Finally, the Coalition agreement commits the government to a review of police pay and remuneration, one that has commenced under the leadership of the former rail regulator Tom Winsor and is due to report in summer 2011.²³

The last time the police service faced such a fundamental set of changes, which took a decade to work through, was precipitated by the Royal Commission of 1962, the

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1964 Police Act and the subsequent amalgamations of police forces in 1967 and 1974. The current proposals will mean that the police service must adapt, in the period 2010-14, to radical changes in its governance, national government role, institutional frameworks and its funding and reward structures. As a result, the Coalition government's proposed reforms will impact on leadership and training at all levels.

The 1962 Royal Commission reflected on the principles and purposes that needed to underpin British policing and its approach has provided the basis for much that has followed. This Review has not enjoyed the two year timeframe of the Royal Commission and others who come after me will need to continue the debate about mission and purpose. However, given that it is difficult to construct a new approach to leadership and training of the police without, at least, being clear on principles, I have sought to set out below the principles, which underpin this review. They have been drawn from careful study of the government's current approach and both national and international research and thinking about policing today²⁴. Therefore, in carrying out its mission, I believe policing in the 21st Century needs to be:

- **Democratically accountable:** This is more than simply about the introduction of PCCs. It is about the link between police and civil society, between local police officers and their neighborhoods'. It is also about the way in which the standards that guide police practice are the product of democratic debate²⁵.
- **Legitimate:** There is a growing body of evidence to support the importance of the police performing their duties in ways that develop and maintain public perceptions of fairness and ethical behaviour. The research reinforces the importance of such an approach in providing authority to the police and supporting law keeping by the public.²⁶
- **Evidence-based:** A growing body of evidence has been built up around effective police practice over the last 30 years²⁷, which means that policing, professionally applied, works.
- **Nationally (and internationally) coherent:** The more that policing is localised for delivery, the more important it is to be clear on the areas where interoperability and national standards are vital to protect the public.

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- **Capable, Competent and cost-effective:** Building on the 1964 Police Act's principle of 'efficiency and effectiveness', Policing needs both to deliver desired outcomes and do so in a progressively more cost-effective way.

Structure of the Review.

This opening chapter has provided the context, rationale and principles underpinning this review. My Review will first outline the evidence base; detailing the historical background and the research into prior literature and policy on leadership and training. The evidence base was also built up through extensive multi method consultation across the service, with practitioner and stakeholder groups. These too will be detailed and top line findings reported. Evidence from the consultation exercises will then be interspersed through out the Review as appropriate.

The eight tasks established by the ToR can be seen to slot into four pillars which shape the main structure of the Review and its findings:

- 1. Professionalising the Police Service: creating a Professional Body .**
- 2. Building Professional Development**
- 3. Developing Senior and Strategic Leadership**
- 4. Delivery of leadership and training.**

Accordingly then, the main body of this Review will examine the evidence base, principles and findings for each pillar in individual chapters.

The penultimate chapter will deal with options for implementation of the Review's findings, presenting a timescale for delivery with alignment to the national agenda with recommendations for assignation of responsibility for the work going forward.

The final chapter will reflect on the Review as a whole, drawing together the key themes which have emerged and reiterating the work that is needed to take the police service of the 21st century forward.

Chapter Two: Laying the foundations; building the evidence base for the Review.

In this chapter I will outline the methods used to examine and develop the evidence base for this review and present key findings from the research, survey and consultation work.

Overview

There have been a substantial number of review reports over the last 50 years that have covered various aspects of police leadership and training. These range from reports looking at senior leadership, those looking at leadership of major crime investigations and a much smaller number looking at front line leadership. None of them, as far as I could tell, had started with a clear idea of the available evidence, or indeed the quality of the evidence, supporting the development of police leadership and training. With the growth of police focused social research in recent decades, developments in evidence based policy making and major advances in information and communication technology, there is more opportunity than ever before to properly explore the best options for the future. It has been a guiding principle of this review that it should be evidence led – and this means a good understanding of historical developments, examining the social research evidence base and drawing on professional knowledge, opinions and expertise from within the police service and other sectors.

At the outset of this review, it was clear that a thorough assessment of the array of literature on leadership and training was needed, particularly that which is pertinent to policing. This approach allowed me to identify the common themes which remain current in policing today, the strength of the evidence for particular directions, as well as the gaps which I felt this Review should address. The starting point was to commission rapid evidence assessments that would systematically gather and then synthesise evidence on ‘what works’ in terms of leadership and leadership development, as well as training and changing professional’s behaviour. These

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reviews were conducted by the NPIA Research, Analysis and Information Unit and were focused on identifying and synthesising findings from social research studies, with a particular focus on the policing context. At the same time, a chronology of key historical developments in police recruitment, promotion and leadership policy and strategy, from the 1800s to the present day was researched and compiled. The results from these studies have enabled the Review to draw on lessons from the past and from cross sector research on what are the best next steps for leadership and training in the police.

As well as the rapid evidence reviews, I commissioned two surveys, the first of which was a consultation exercise distributed to a wide range of officers and police staff from across the whole police service, assisted by the three staff associations – ACPO, the Police Superintendents Association of England and Wales (PSAEW) and the Police Federation of England and Wales,. We had over 600 responses to this survey¹. The second survey I commissioned was a survey of the financial, resources and local strategies of the police forces in England and Wales that are committed to Leadership and Training². The two surveys were designed to focus on themes from the ToR and from the emerging research and literature. They were intended to be voluntary consultations to gauge opinions and gain a better insight into police service perceptions and current force arrangements – rather than to provide a fully representative assessment.

Along side the review team which was drawn both from the NPIA and from across the service³, supported by a working group drawn from the three police staff associations ACPO, PSAEW and the Police Federation. Alongside these there have been a number of consultation events with academics and the Higher Education (HE) community, search consultants, the private sector, with the policing community and with partners across government.⁴ I have also drawn on the expertise of the Harvard Executive Session on Policing and Public Safety as well as having detailed conversations with senior colleagues from the Dutch Police College and the Australian Institute of Police Management, and the South Australian police.

¹ The survey and summary results are reproduced at Appendix 7A and 7B

² The survey is reproduced at Appendix 8

³ Appendix 2

⁴ Appendix 3

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To ensure that equality and diversity was considered throughout the Review, I brought in an equality specialist from the police service as core a member of the Review team and ensured an Equality Impact Assessment (EIA) was conducted⁵. Representations in relation to equality were made by a number of interested parties and each was given due consideration at each relevant stage during the development of the Review. Any consultation and stakeholder engagement throughout the Review took into consideration how information could be gathered that identified any equality issues that the Review may create or could address and this is captured in the EIA.

The historical overview

My initial historical starting point was the Desborough Committee of 1919 which had been convened in the aftermath of the police strikes of 1918 over police pay and conditions. The Committee reported back with 51 recommendations amongst which was the recommendation that ‘the system of training and education [to] be improved and assimilated throughout the Police Service’²⁸. What became clear were the Committee’s references to the need to continue, strengthen or abolish previous practices and so the historical scope was taken back further; to the Metropolitan Police Act of 1829 which established the Metropolitan Police under the leadership of Colonel Charles Rowan and Richard Mayne.

This section is not simply a review of the history of policing though a chronological overview is provided at Appendix 5. However it is important to understand the historical evolution of policing; from the measurement standards which were formalised in the County and Borough Police Act of 1853, to the Expert Committee of 1944 which examined the role of women in the police service, to HM Inspector of Constabulary’s (HMIC) 2004 report ‘Modernising the Police Service’ which examined, amongst other areas, attitudes to non warranted officers in the police service. In plotting the historical path, then it is possible to lay the first foundation

⁵ Reproduced at Appendix 4

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blocks of evidence. One of the most important of which is the historical recognition of policing as a *profession*; one that is unique and requires special people and skills

Sir Robert Peel expected police officers to be men of higher than average intelligence, of good moral character and sound physique²⁹, whilst a hundred years later; the Desborough Committee would describe policing as placing exceptional demands on officers and requiring special characteristics. Recognition of this is supported by the long standing policy which has seen police pay and conditions take into account the demands of policing and the police led design and delivery of police training and leadership development. This policy in turn reflected historical principle that through good pay and training policing would be a respectable profession and one that was not susceptible to corruption; as highlighted in the Royal Commission on Policing 1964. Widespread opposition to the Sheehy Report of 1993, which in Human Resources terms did not consider policing to be a unique occupation, shows that the principle of policing as a *profession* remained strong.

In looking to the historical literature, reports and other contemporary documents, three further key themes recurred throughout that are particularly relevant to this Review:

The education and training of recruits: The research reveals a long running clash between the perception that policing is an ‘artisan trade’ and that officers should be of ‘above average intelligence’ – starting with Peel and the 1829 Metropolitan Police Act. Concerns about the pre-entry educational standards of recruits have been prevalent for at least the last ninety years, yet there remains no nationally set minimum educational criterion for recruit selection. Historical concerns that educational requirements would be inextricably linked with social elitism have been gradually eroded, to the point that today 75% of working age adults in England has a qualification at Level 2 and above³⁰; 35% have Level 4 and above.³¹

‘Undoubtedly officers of a much more enlarged degree of attainment and intelligence than those to whom the humbler functions of the police have hitherto been entrusted must be sought out for the performance of this more complicated service’

The Times, Friday 25 Sept, 1829, p2. Editorial/ Leader

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The selection and development of senior officers: Since the 1919 Desborough Committee, concern about attracting and developing officers for senior leadership has been a focus of debate and attempted reform. In essence, little has changed in this area since the 1947 Post War Committee which established the National Police College and the infra-structure for programmes of police-led leadership development. Changing demands on the police service and continuing calls for strengthening leadership, up to the present day, suggests that development and training provision requires continual re-evaluation. The 1947 Committee emphasised that they did not expect their report to be the ‘final word’ on the issue and this review offers an opportunity to re-evaluate the approaches they set in place.

The special nature of policing: The Desborough Committee of 1919 re-emphasised the ‘special nature’ of policing – recognising the multiple demands that are placed on officers and the expectations on them. Their report led to a substantial increase in police pay and repeatedly in the years since then, police officers have received pay awards that reflect the difficulties of their role. The adverse reaction to the 1993 Sheehy report, which fundamentally challenged this view of policing, indicates that a police career is still viewed as more challenging than most. This long-held assumption supports a professional approach to leadership development and training in the police and justifies the level of concern that it receives.

‘The duties the police have to perform are varied and exacting; they are increasing and will probably still increase in a variety and complexity, and a man cannot make a good policeman unless his general intelligence, memory and powers of observation are distinctly above average.’

Desborough Committee Report, 1920, paragraph 29.

Systematic reviews of leadership and training

The Rapid Evidence Assessments (REA) for this review involved systematically searching for, appraising and synthesising social research evidence on the following:

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- What works in leadership development
- What makes a great police leader: competency styles and behaviours
- What works in training and development approaches
- What works to change professionals' behaviour
- What works to implement guidance

Systematic searches differ from standard literature searches in that a precise search strategy is devised at the outset. The research questions are first agreed before strict search terms and inclusion and exclusion criteria are set. This systematic approach allows greater confidence that the identified references are representative of all studies that have been published on a topic and are not biased, for example, in favour of a particular view or hypothesis. The first two leadership REAs were able to draw on existing systematic searches and review work that had been undertaken on behalf of NPIA. The three remaining REAs however, were entirely conducted within the first six weeks of the review period and to make the task more manageable, they focused on identifying the strongest available systematic review evidence.

What soon became apparent in assessing the major findings of the REA's was the limited number of high quality studies in these areas. Whilst none of the REAs were entirely comprehensive in their scope, the systematic approach to the searching and the use of expert peer reviewers does, however, give me confidence that they offer a reliable steer to where the current weight of evidence lies. Full write-ups of the methods and findings are appended to the review and only a key summary is presented below.

What works in leadership development? No robust evaluations were found of leadership development interventions in the police sector, however it became clear that leadership development interventions in the public sector in general can have beneficial impacts on organisational performance outcomes, behaviour change and career progression and can be highly effective in improving participants' knowledge. The learning points from leadership development approaches that appear to have achieved positive outcomes include:

- conducting a thorough needs assessment within the organisation;

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- carefully selecting participants;
- embedding in organisational culture and infrastructure;
- integrating a range of learning methods;
- reflective learning methods such as action learning; and
- coaching and 360 degree feedback sessions.

Evaluations of police leadership development programmes, reveal that the the following are generally valued by police participants (although we have no evidence for their actual impact.)

- Informal learning, learning from peers and from leaders is valued;
- Police specific as well as external leadership programmes;
- Mixed organisation attendance on police service programmes;
- Facilitated learning in syndicates;
- Learning from doing;
- Careers advice and constructive appraisal and feedback;
- Fast track leader development programmes; and Positive action.

What makes a great police leader? A systematic review of the international evidence base for police leadership styles, behaviours and competencies found no studies which supported strong 'what works' conclusions. Studies have instead tried to test the impact of individuals' main leadership style on subordinates. The main findings support the now common notion that transformational leadership has positive effects. However, studies suggest that the ability to apply different leadership styles, including transactional, to suit different contexts is the key to great police leadership.

What works in training and development approaches? The evidence base on effective training practice was very limited across all sectors. No systematic reviews in the policing context were found. Robust systematic review findings principally from healthcare and education suggest:

- Training integrated into practice is more effective at changing individual's attitudes and behaviour than traditional classroom based approaches. Simulation-based training is a promising approach; and

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- *Collaborative* continuous professional development – supported by evidence from education sector – can improve pupil outcomes (learning and behaviour) and the practice, attitudes and beliefs of teachers. Collaborative CPD (as opposed to an individualised approach) refers to programmes where there are specific plans to encourage and enable shared learning and support between *at least two* colleagues on a sustained basis).

What works to change professionals' behaviour? There is a growing evidence base on behaviour change in the arena of healthcare, but strong findings are currently limited across all sectors. No systematic reviews in the policing context were found, neither were any evaluative studies found on behavioural change in the police service. Eight separate systematic reviews provide strong evidence that a *combination* of mechanisms which encourage active participation are a more effective way of changing behaviour than any single approach or passive dissemination of information.

What works to implement guidance? Again, limited robust policing studies were identified in the time available. Robust evidence from healthcare finds that issuing guidelines on their own does little to improve the behaviour of practitioners or patient outcomes. Consequently, the issuing of guidance needs to be highly selective to allow sufficient investment in multiple methods for knowledge sharing.

The Police Service Consultation Questionnaire

As well as looking to the historical background, the systematic research on training and leadership and wider literature, I felt it was important to consult as widely as possible with the police service to gauge their views on training and leadership. To do this a consultation questionnaire was drawn up. This was designed to gather views, not only some of the key themes which had emerged in the research, but also on perceived challenges that the service faces today:

- **Career flexibility:** we asked through if respondents had experienced flexibility such as career breaks and secondments to other forces, the public or the private sector. We also asked if respondents would have liked the opportunity to have a career break.

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- **Effectiveness of the police service in developing non operational skills:**
We asked respondents if the service was effective at developing skills as strategic leadership, ICT use and implementation and cost effectiveness value for money and finance skills.- we also asked respondents where they felt responsibility should lie for developing such skills; nationally, at local level or whether this sat with individuals themselves.
- **Educational standards for entry:** Whether a universal standard or a minimum standard should be set and whether there should be entry into the service 'above that of constable'.
- **Talent Management:** whether the service was effective in this, and where responsibility for 'identifying and managing' talent should lie.
- **Leadership Development:** We asked about entry points Police National Assessment Centre (PNAC) and Senior Command Course (SCC); We also asked about where responsibility for costs of talent management at senior level should lie – either with the local force or at national level.

Respondents were given scaled, multiple choice answers in order to ascertain strength of opinion, agreement and disagreement. As well as the structured questions, respondents were also asked to provide further comments on the question themes set. Finally, at the end of the consultation document, as well as asking for additional comments, three broad questions were set in order to allow for further, less structured commentary:

1. 'In your personal opinion, what does the police service excel at in developing leadership?
2. 'In your personal opinion, what is the police service worst at in developing leadership? '
3. 'What, in your personal opinion, would be the single biggest change you would make to leadership development and training on the career path?'

In total, there were 644 responses, although not all respondents replied to all questions. Since this was conducted as a consultation exercise, rather than a

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rigorous research study, the returns should be treated as an indicator of opinion and they may not representative of views within the police service as a whole.

The table below presents indicative data on the role profile of the respondents, compared with the police service overall.

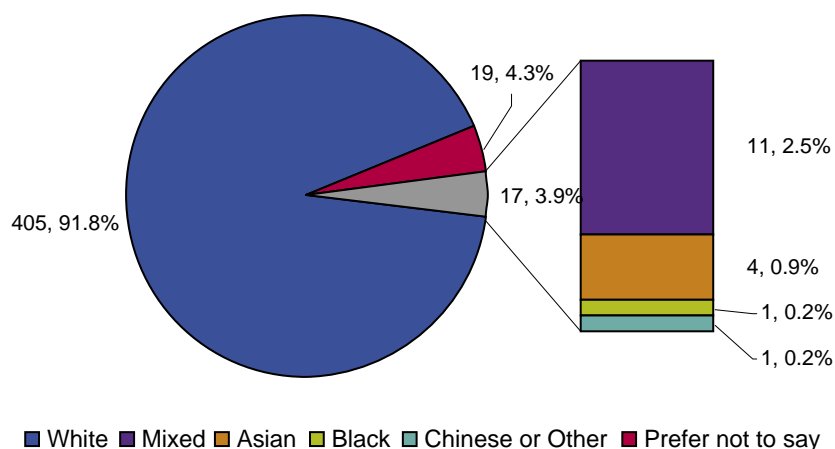
Table 1. Career Level of Review Consultation Respondents

	Respondent Vol	Repondent %	Police Service Vol	Police Service %	% Point Difference
Constable	142	22.0%	111670	43.9%	-21.8%
Sergeant	89	13.8%	23358	9.2%	4.6%
Inspector	66	10.2%	7298	2.9%	7.4%
Chief Inspector	19	3.0%	1978	0.8%	2.2%
Superintendent	118	18.3%	1030	0.4%	17.9%
Chief Superintende	52	8.1%	473	0.2%	7.9%
ACPO Ranks	52	8.1%	223	0.1%	8.0%
Police Staff	82	12.7%	108371	42.6%	-29.9%
Other	15	2.3%	N/A	N/A	N/A
Skipped Question	9	1.4%	N/A	N/A	N/A
Total	644		254401		

The respondents appear to be well distributed within most ranks, and reasonably representative of the composition of the police service, with the exception of the Constable. Police Staff groups also under represented. The 52 respondents that indicated they were of ACPO rank reportedly comprise of 25 Assistant Chief Constables, 1 Acting Assistant Chief Constables, 4 Deputy Chief Constables, 2 Temporary Deputy Chief Constables, 9 Chief Constables, 1 Acting Chief Constable, 2 Deputy Assistant Commissioners, 5 Commanders and 3 Temporary Commanders.

We also included a full diversity profile (gender, ethnicity, religion, disability and sexuality). 26% of respondents reported they were female; 71% male and 3% didn't give their gender.

Fig.2 : Review Consultation respondents by ethnicity



References to the consultation responses will be incorporated within relevant sections throughout the remainder of the review.

Similarly, I was able to draw on interim findings from ongoing NPIA evaluation work on how effectively the agency helps to prepare officer for executive leadership (ACPO rank.) The NPIA research team had been holding confidential interviews with aspiring and recently appointed ACPO officers (from the 2010 Strategic Command Course cohort) and illustrative quotes from this fieldwork are also included throughout the Review.

Force Surveys on Current Learning and Development Arrangements and Costs

The ToR specifically asked that the cost implications of any recommendations arising from this review be included. In order to build a picture of what the leadership and training 'landscape' looked like across the police service at the local level, I wrote, in October 2010 to the 43 police forces of England and Wales as well as the British Transport Police (BTP) to ask for the information as set out at Appendix 8.

Forces were asked to create returns for financial years 2008/9 and 2009/10. They were also asked to provide projections for 2010/11 and anticipated expenditure for 2011/12. In doing so, we hoped to gain a clear picture across two Comprehensive

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Spending Review (CSR) periods; particularly as forces are facing a broad 20% budget cut (though final budgets have not yet been set).

I recognise that this was a lot of information to ask forces for in a short period of time and I emphasised that *'the questionnaire is not expecting you to carry out an in-depth analysis but to use the management information you already have'*. We received 17 returns which represented an overall sample return of 39%. We were then able to use this data, and extrapolate a broad average of expenditure against benchmark data sourced from Price Waterhouse Coopers (PWC). As with the consultation survey responses, references to the results will be presented throughout the review where appropriate.

Broader Consultation

As well as the two surveys, I was keen to engage with as many stakeholders as possible to ensure that I received input not just from the police service but from across the public and private sector. I held meetings with groups and individuals across the education sector such as the Higher Education Policing Hub; a consortia of universities who deliver policing studies courses either as pre entry or through career qualifications (as well as to non police students), the National School of Government and Skills for Justice. I met with leaders involved in changing training and development in the NHS, and across the sector, such as PWC and the Hay Group. I also met with international policing colleagues from the USA as well as the Dutch National Police and the South Australian police.

Along with the review team, I held a number of consultation events which included a research seminar led by Professor Robert Reiner of the London School of Economics, a one day workshop for force learning and development managers as well as a separate event which drew together stakeholders from different forces, the Home Office and private and public sector representatives. As per the ToR, I held regular 'practitioner discussion' groups which brought together representatives from ACPO, the PSAEW and the Police Federation. Again, in line with the ToR, I presented to two steering groups with included attendees from the practitioners

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group as well as the Home Office, Unison and the Association of Police Authorities (APA)

Drawing together the evidence base and initial implications

The REAs have revealed a shortfall in high quality research relevant to this review, but it has turned up sufficient studies to be able to draw lessons about some of the current approaches to leadership development and training and some of the inherent problems.

Since the report 'Getting the best leaders to take on the most demanding challenges' which was published in 2003 by the Home Office³², there has been a strong presumption towards transformational leadership as the preferred style of leadership in policing. The rapid evidence review and our wider research suggest that while transformational leadership has an important place in police leadership it is by no means a panacea. The way in which the transformational leadership style was introduced and encouraged in police training in recent years, along with a number of previous and subsequent styles, not fully supported by strong research appears quite typical of a process of leadership development over the last 30 or 40 years. Rather it has been driven more by market fashion at times than by the evidence and context of policing. Transformational leadership is an uncomfortable fit with one key aspect of police leadership, notably the requirement to command. Our research has suggested an uncomfortable marriage between transformational approaches and the far more transactional demands of command. The fact that command training has often been separated from leadership training has led at times to duplication and some degree of confusion about a consistent leadership approach.

However, the most significant gap that the research has thrown up is the lack of emphasis on front line leadership. This was a point made by the 2008 HMIC review 'Leading from the Frontline'. The REA reinforced the relative lack of focus on front line leadership, whilst at the same time suggesting that attempts to introduce transformational leadership, to the exclusion of other more 'transactional' styles and behaviours, is neither appropriate nor likely to be effective. The studies that we

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looked at suggested that front line leaders often need to provide clear direction, but within a supportive framework. The challenge of developing front line leaders who could provide such clear direction and a supportive, transformational style of leadership was an issue raised by leaders, not just across the UK but also in the international conversations that have supported this review.

It is reassuring that current national policing training and development includes elements of practice that have been identified as effective in the REAs, for example, there is a great deal of simulation and scenario-based learning in NPIA's specialist training. However, the research on training also showed an uncomfortable lack of evidence on the effectiveness of police training approaches. Whilst there has been some work on training evaluation, particularly following on from the HMIC's report 'Managing Learning' in 1999, the REA found a lack of systematic studies looking at different approaches to police training. The review therefore looked at the wider literature from education and health about the effectiveness of different approaches to adult learning and, in particular, the effectiveness of different models of learning and the mixture between classroom based, work place based and internet based approaches. Given that the police service spends considerably more than the industry average, (Price Waterhouse Coopers provided us with figures that exceed the industry average by over 75%) the lack of investment in systematic evaluation is an obvious gap that needs filling.

Through the research, survey, and seminar work for this review, a number of broad issues have emerged. The top lines can be summarised as follows:

- **Talent management** – the survey of staff indicates concerns in the current approach to talent management across the service - with 18% of respondents indicating that they felt that 1st line talent management and promotion systems were flawed in some respect. Some of this may be down to a lack of understanding of what talent management is, which in itself would discourage confidence in the system, but the results are consistent with a number of pieces of work that the NPIA has commissioned over the last three years which have looked at steps to senior management and the development of High Potential Development officers

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- **Complexity and bureaucracy** – Sir Ronnie Flanagan in his review of policing³³ two years ago commented on the complexity of the Integrated Competency Framework (ICF), which has recently been radically revised. However, there was an almost universal sense of an overwhelming and complex HR framework in discussions with those in the police service (not just in the UK) and in the survey. This is compounded by a very strong perception that the bureaucracy of the governance of the world of leadership and training in policing is also getting in the way. A significant number of those involved in trying to lead the world of leadership in policing and training expressed high degrees of frustration at the inability to get key things done quickly and a lack of transparency as to who was responsible for leadership in policing.
- **The difficulty of change** - the historical review and our review of more recent papers has emphasised to us the challenge of making deep-rooted change in the police service. Key areas such as the pre-qualification framework to join the police, the nature of the qualification for promotion to sergeant and inspector rank and the structures around senior promotion have remained extraordinarily constant and in some cases the main threads can be seen going right back to the original Metropolitan Police Instructions in 1829.
- **Equality and diversity** – not only was I asked to address diversity as part of the ToR, but the challenges of developing a more diverse workforce and particularly a more diverse senior management, remain prominent and are demonstrated by Home Office statistics on representation of female and minority ethnic police officers by rank. Furthermore, the impact of three or four years of a largely static workforce is likely to be problematic in terms of making the type of progress that the service has committed itself to in the past in changing the diversity of the police service. The consultation document ‘Policing in the 21st Century’ makes this challenge clear;
‘More than 25% of police officers are now female and BME representation stands at 4.4%, up from 2% in 1999. These figures are higher for PCSOs, standing at 44% and 11.5%.⁶ We must ensure that much more progress is made with these changes – across the whole police service as well as local policing³⁴.

A study of the extent to which leadership matters in the private sector³⁵ has concluded that although industry structure and company history have a large role to

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play, 'the influence of leadership in absolute terms is also substantial.'³⁶ This suggests that in complex service industries which would seem to be comparable to the police service the distinct competitive advantage created by effective leadership can amount to as much as 20% of the company's performance. Simply translated into the police service in England and Wales and monetised, that would suggest that the value of leadership in the police service in England and Wales is well over £2 billion a year out of the £10.5 billion the police service costs annually. Put in those terms, and I appreciate that simple monetisation of something as complex as leadership can be seen as spurious, it nevertheless indicates just how important a factor in good policing, good policing leadership can be. That sense of value is further enhanced when some of the key points from the rapid evidence review on leadership are pulled out. In particular, there is substantial evidence of the beneficial impact of effective role modelling behaviours by leaders in policing, for example on levels of misconduct³⁷ Given the destructive impact of serious misconduct on the legitimacy of the service findings that indicate that role modelling behaviour by police leaders can be significant in reducing serious misconduct, put ethical effective police leadership as one of the critical components of a legitimate police force.

Overall, both from the research and from the survey work and consultations through the period of the review, several things stand out. All those we have spoken to and the survey respondents see developing effective leadership in policing as vital. There is a high degree of commitment from ACPO, Superintendents' Association, the Police Federation and Unison (who represent many police staff in the police service) to work together to develop better leadership, although there are some obvious differences in the priority accorded to specific issues. There is immense frustration about the bureaucracy, governance and ownership of developing police leadership. Whilst there is a general acceptance that some progress has been made in improving particular elements of the national delivery, such as the Strategic Command Course, Independent Commanders Programme (or 'Leading Powerful Partnerships') and Police National Assessment Centre (PNAC), there is a strong view that management and business skills development is still not sufficiently prioritised, that command training is not integrated with leadership training and that there is not an overall, clear, consistent framework.

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There has been a tendency to talk down the quality of police leadership. Our research indicates that, in general, police leadership stands up well against other sectors. What does stand out, however, is how fast the context for police leadership is changing and how challenging police leaders are finding it to adapt. This is a point made strongly in the paper 'The Changing Environment in Policing'³⁸ paper written by Professor David Bayley and Christine Nixon (the former Commissioner of Victoria State Police, Australia) for the Harvard Session on Policing and Public Safety.

I have been encouraged by the recognition that change needs to happen. There has also been a general recognition that the shift in the nature of the democratic accountability of the police service in England and Wales, needs to be matched by a change in the nature of the professional framework and potentially the body charged with developing standards and professional development and it is to this issue, the potential professional body in policing, to which I turn in the next chapter.

Chapter Three: Professionalising the Police Service: Creating a Professional Body for Policing.

In this chapter, I want to explore the reasons why the police service needs to move to a different model of professional approach. As reflected, first in the 'Policing in the 21st Century' consultation document and then reinforced by the Review's ToR, there is a clearly established requirement to professionalise the service and so I wish to first contextualise this need. Having done so, I then want to examine what 'professionalising the police service' really entails. Taken together with the consultation documents call for ACPO to 'reposition itself,' I am required to consider whether, and in what way, policing could develop in a new, professional direction. It became clear very early on in the Review process that the most efficient and effective way to do this was through the establishment of a Professional Body. This will not only provide the opportunity consolidate much of the work already in train, it will create clear structure to 'own' professionalism in the service. What I will do then is describe how the functions, structures and ownership of this Professional Body could look like. Having done so, I then want to address the matter of accountability to the Home Secretary and how the Professional Body enforces its standards. Finally I will touch on proposals for membership structure and how this Body could and should be funded. I will then conclude by assessing how a Professional Body could assist in clearing the not inconsiderable undergrowth of national doctrine and governance structures

A professional force?

There has long been debate about the term 'professional' and its application to the world of policing and I touched upon this in chapter two. Policing has frequently been described as an 'artisan' or craftsman role; a view reflected by one survey respondent who, in response to '*further comments*' wrote '*Policing is an art not a science!*' The crux of the 'artisan' policeman argument is that this 'craft' is disengaged from science or the type of body of authoritative knowledge that is usually associated with the more traditional professions such as medicine or indeed the law. Indeed the notion of professionalism can have an elitist context to it: a

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sense of being set apart, by virtue of status, knowledge and indeed self-regulation. For a police service that has been strongly articulated right from its roots in the 19th century as being the 'citizen in uniform' I acknowledge that there is some challenge in developing the professionalism of the occupation of policing in a way that avoids insularity and distancing of police officers from the public.

'In Peel's day the educated classes were not allowed to join the police. It was seen as a working class profession. We are supposed to be representative of society and need to be able to employ officers from all backgrounds. The qualities of common sense and a good moral compass are more important than any academic qualification and can't be taught.'

Consultation respondent, Inspector

One of the early questions posed to the Review was to determine what was meant by 'professionalism', both in policing and more broadly. The review team did a substantial amount of research looking at a wide range of regulatory and professional bodies across the UK, which ranged from the National College of Nursing to the Institute of Directors (IoD). In doing so, it was noted that the professions themselves have been changing and transforming over the last decade or so. They have sought to be clearer about the nature of their professionalism, their transparency and public ethos, the separation between professional standards, registration, qualification frameworks and the delivery of training and provision of services. Through this process it became clear that there are many ways in which the police service has now reached a position where the developing nature of the knowledge requirement and skills development within the occupation, mean that formal professionalisation has potentially significant benefits for policing and the public it serves. In particular a professional body, in the right form, would provide the opportunity to provide clearer standards, a service-owned qualification framework, greater focus on professional development across all roles and, as a result, a new more productive relationship with other providers such as Further and Higher Education.

The development of a professional model for policing is not new; rather, it reflects wide-ranging developments over the last two decades. What we have seen is the growth of a knowledge base for policing which has evolved through research and a

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number of significant pieces of work that have both added to, and built upon, the knowledge and the level of professional skill across policing in the UK. In this period, we have seen the professionalisation of the investigator, following on from the Byford Report (into the Yorkshire Ripper Case)³⁹, the 1993 Royal Commission on Criminal Justice⁴⁰ and the combined work on patrol in the 1990s. The work on Neighbourhood Policing in the last ten years has provided a significantly enhanced knowledge and skills base for patrol officers working in neighbourhood, whilst the intelligence functions of the police service has been systematically set out by the National Intelligence Model (NIM) in 2005. In the scientific arena, the role of the forensic investigator has been enhanced and the skills base broadened and professionalised through the work of the National Forensic Training Centre. These areas of work have been consolidated through the documentation of the doctrine and practice in policing which originated under the aegis of National Centre for Policing Excellence and was continued by the NPIA, both working to the commission of ACPO. This has provided a systematic documentation of a wide range of skills, functions and standards in policing. Finally the integrated competency framework linked with occupational standards has sought to set out the skills and competence required to perform each role in the organisation. This clearly challenges the simplistic 'artisan' model of policing and shows that the police service has already begun to professionalise itself broadly across its wide remit of activity.

However, this process has not been entirely flawless. The critique applied in Sir Ronnie Flanagan's Review of Policing in 2008 and subsequently in the 'Policing in the 21st Century' consultation document is that this quantity of guidance, advice, standards and competency frameworks has become overwhelming. It seems clear to me that one reason for this is that there is no one professional body making the priority decisions about what really matters. Too many other 'cooks' demand and commission in a way that it is difficult to determine what are key and important standards and what is simply advice and good practice that should be made available. Moreover, standards have been developed in an ad hoc manner, often reactively - to events, individual inspection reports or specific government initiatives. The development of the profession has up to now, therefore, been piecemeal in the absence of a single body to hold the helm. There is work already in train to try and streamline this landscape through the ACPO Professional Practice and Knowledge

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Programme (APP) which is consolidating and streamlining doctrine. As I will discuss later on in this chapter, there is much more that this programme could and should do under the remit of the Professional Body in order to begin clearing the undergrowth so to speak.

Developing professionalism is a cross-service necessity. It should not be viewed simply as the province of senior managers or in particular, the Chief Officers. Even within the current way in which ACPO works in developing professional standards and providing advice to Ministers, a substantial amount relies on the contribution of members of the police service from *all* ranks and from police staff. Therefore, whilst ACPO provides the leadership, existing development of professionalism within police service has and will be a collective effort. There are over 230,000 people currently working in policing in England and Wales, over 140,000 of whom are police officers and over 90,000 of whom are police staff,. These staff work in across a range of specialist, professional, uniform and investigative roles; they would not only benefit from a Professional body but also can and should contribute to it.

Developing a Professional Body of Policing

Our review of professional bodies across the public and private sector would suggest strongly that an inclusive membership from across the police service would be a critical success factor in the development of an effective professional body. Equally, it is apparent that strong and effective leadership, the prime responsibility for which currently rests with ACPO, would be critical. Therefore repositioning the membership of ACPO membership at the heart and head of the professional body, but supported by leaders from *all* levels, and embracing the widest membership from across the service would seem to offer major advantages over the current landscape.

The question remains of what form of professional body would fit best the police service. Our research showed that there are many models of professional bodies from different sectors; from Statutory Regulatory Bodies like the General Medical Council (GMC), to the many Royal Societies, to chartered bodies such as the Chartered Institute of Professional Development (CIPD). There is however no single

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model which appropriately fits the police service. There is then an opportunity for the police service to formalise its professional framework, to set out a bold approach which embeds the values and approach that policing needs to take and set against the principles that we have set out in Chapter One. One of the strongest pleas consistently made to us from across the police service has been to place the values of the police service at the centre of any approach. Therefore it seems to us that a professional body in policing should be:

- Driven by public interest and outwardly focussed,
- Placing a firm commitment to ethical leadership, human rights and equality,
- Responsible for professional standards for public service in policing;
- leading and owning the development of knowledge and evidence in policing for the public good;
- guardian of the qualifications required to deliver the best public service;
- transparent and accountable in the same way that it wishes to encourage a transparent and accountable police service;
- Committed to a set of principles and public facing values that encourage the effective exercise of discretion and ensure the development of legitimate and effective policing.

Such a body would have a number of additional benefits beyond the ability to simplify the nature of professional standards and hold the ring for the issues set out above. The NPIA was set up to be a police owned and police led body, supporting ACPO and the police service to develop effective practice and standards. However, the NPIA was hindered from fulfilling that central role because of its existence as an agency of the Home Office and therefore lacked the level of professional independence which was necessary to secure that position. A professional body embracing the whole service, independent from the Home Office but accountable to government could meet that ambition. It would also have the advantage of furthering the government's explicit policy of 'de cluttering the national landscape' by creating one entity to absorb core functions. At present the vast majority of the functions relating to leadership, training and professional standards are the province of tripartite meetings, engaging the Home Office, Association of Police Authorities

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(APA), ACPO and a number of other stakeholders, including the inspectorate and a range of partners. Similarly, in the area of leadership and training there is a multiplicity of meetings with complex convoluted and overlapping responsibilities. A professional body would also fulfil the requirement set down in the Police Reform and Social Responsibility Bill which states 'The Secretary of State may, in connection with the exercise by the Secretary of State of any function relating to the police or policing, require a representative body to give the Secretary of State advice on any matter.' Such advice could then be provided by the Professional Body's executive or through its component boards.

In looking at the shape that the Professional Body should take the ideal model would be to gain chartered status. A chartered body for policing would effectively turn the members of the police service in the UK into a single legal entity. The body would have all the rights and powers of any individual company, including the right to litigate and be litigated against. In present times Royal Charters are usually only awarded to bodies which have pre-eminence in their field and a significant record of achievement. The body would be viewed as being the expert repository for all things connected to its business and would have a regulatory role in the delivery of its business. A Chartered Body affords status to all its members at various levels and effectively awards them a qualification to practice in their field which is internationally recognised. If the chartered route is followed, the UK Police Service would be the first police service in the world to become a chartered profession.

It is, however, important to note that a Royal Charter also affords to the Government a degree of control of the internal business of the Chartered body. In real terms this means that there will be a degree of Government regulation of the body and it will be the role of the Privy Council to ensure that 'Regulation accords with Public Policy'⁴¹. Any amendments to a Charter will only be made via application to the Privy Council. In the future, as the Chartered Body becomes well established, there should be careful consideration of whether to move one stage further to that of a Statutory Regulatory Authority (not unlike the GMC) by defining its core functions where they affect the regulation of the policing profession. A professional body as we have described would take over the responsibility for regulating the profession giving it the opportunity to simplify, to clarify and to reduce cost and enhance delivery.

Recommendation 1: I recommend the creation of a new single professional body for policing, which should become chartered by the Privy Council.

Recommendation 1A: I further recommend that the new professional body for policing is a professional body for the whole of the police service, with the repositioning and merger of ACPO into the professional body as the ‘head and heart’ of the body.

Structure of the Professional Body

The Professional Body, as a chartered company, must necessarily be led by its Executive Board, and is representative across the wide membership of the new body. The organisational chart provided at page 52 presents an overview of the proposed organisation, including the Independent Strategic Board referred to above. The Professional Body will also need to take account of the key constitutional position of chief officers of police, uniquely charged as they are with the ‘direction and control’ of the 43 police forces. Currently this is exercised through Chief Constables Council within the framework of ACPO. It is critical to maintain a ‘Council of Chief Constables’ (CoCC). I have given very careful consideration to how to achieve this. My proposal is that within the framework of the Professional body there will be a ‘Council of Chief Constables which will have 3 clear and distinct roles;

1. Provide the collective response and support of the Chief Constables for standards that impact significantly on their duty of direction and control;
2. Provide collective advice to Ministers from the Chief Constables and;
3. Act as the ‘Inter-operability’ Board for policing in England and Wales.

The Chief Constables will also continue to act under this structure as the pinnacle of operational experience.

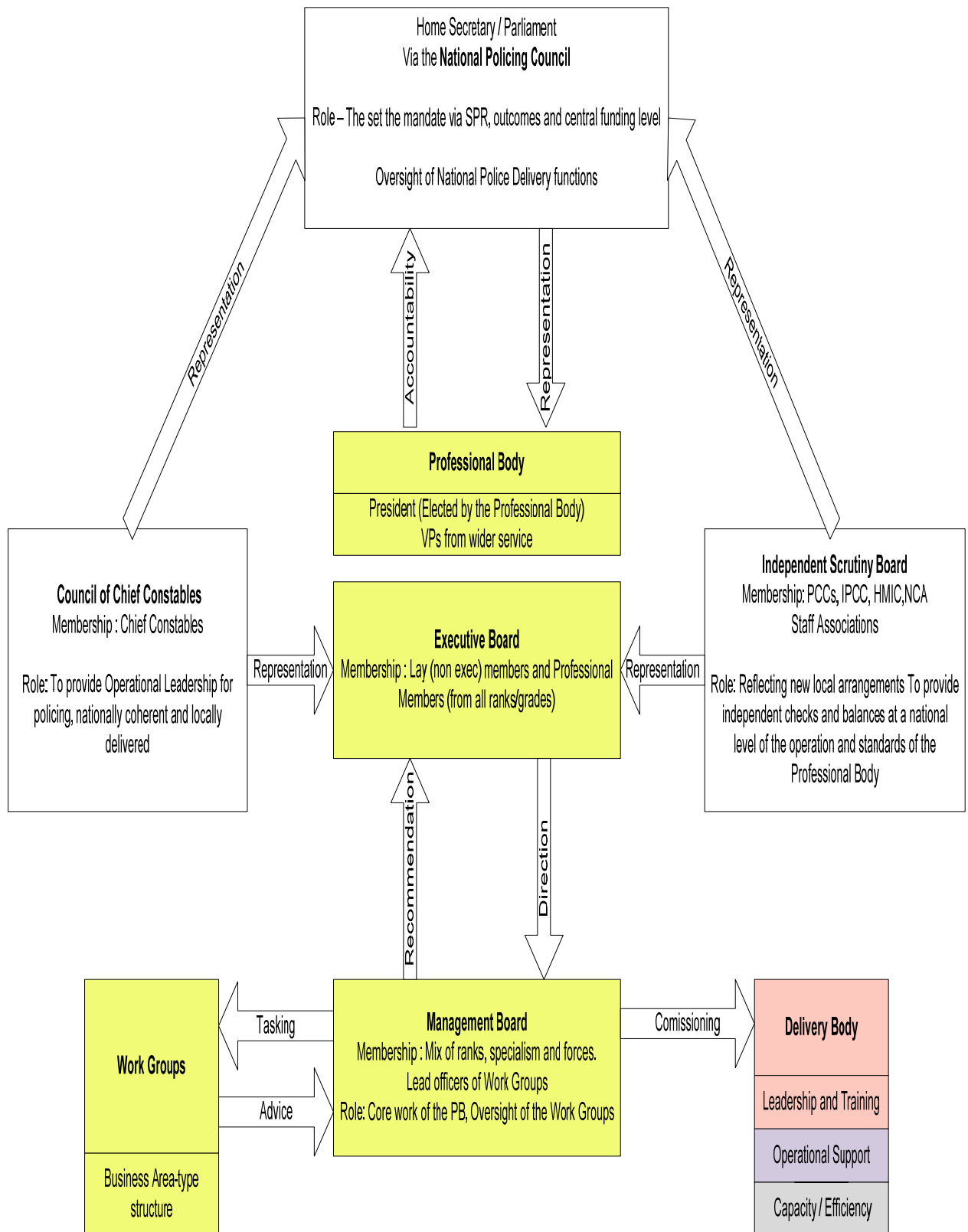
In this last role, the collective group of Chief Constables have a particularly important role when it comes to their responsibility to collaborate operationally to achieve key

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functions. As the overall England and Wales Board for interoperability of the police service, their role will be critical within the Professional Body and central to the continued national coherence of policing. The function of coordinating the 43 Chief Constables for those events where it is important to operate together, currently performed by the Police National Information and Coordination Centre (or PNICC), will remain an important function and can only be a function directed by the Council of Chief Constable's as it derives its entire authority from the collective agreement of the 43. It should, however, be possible to reflect that unique role in a way that defines without dividing the Professional Body. Given the importance of the role of the CoCC it would seem important for the person elected Chair of that group to have a seat on the Executive Board of the Professional Body.

This repositioning through the CoCC allows for an effective repositioning of the Business Area and Committee work of ACPO within the framework of the Professional Body. Many of the existing ACPO Business Areas (13 in total), portfolios and working groups already involve members from superintending and federated ranks as well as senior members of police staff so the adjustment should not be overstated. There will be important opportunities as the Professional Body takes shape to define the relationship between the business structures and the executive board of the Professional Body, think carefully through the structures that lie beneath, clearing out the undergrowth of unnecessary meetings and challenging the way that business is done to meet the best standards and most efficient way to both transact professional business and keep senior personnel working in their local communities.

Fig 33 : Potential Governance Structure of Professional Body for Policing



The organisation and management of the professional body

There is no single right way to organise and manage a professional body. We have reviewed a wide range of bodies and they are all very different in the way that they organise and manage their business. There are a number of principles of good practice which I would urge on the Professional Body as it develops. First, as a chartered body, the organisation should be led and its strategy developed by a strong, effective and accountable board with both executive and non-executive members represented. This is the type of good practice encouraged by the Financial Regulatory Councils code on corporate governance and would substantially add to the credibility and reputation of the professional body in the eyes of the wider public. Moreover a Professional Body for policing needs to have a strong diverse board in order to be truly representative of its members and I would expect to see a high priority placed upon ensuring a diverse membership both amongst the non-executive directors and amongst the police service members.

Recommendation 2: With regard to the Professional Body Executive Board, I would recommend that a number of independent non-executive directors are appointed.

The Executive Board will be responsible for the leadership of the professional service for policing and therefore will need to articulate high standards of professional practice for itself. Its chairman or president will be a critical player in UK public life, the public face of the policing profession and a critical influencer. I propose that the President would need to be a Chief Constable with strong experience and reputation in the profession. I also see substantial advantages for that President to be supported on the Executive Board by Vice-Presidents from serving Superintendent and frontline roles and Chief Officers – a Police Professional Body that was able to present a consistent ‘whole profession view’ on key issues will be immeasurably stronger and more likely to enjoy the support of the service. The Board must also remain a small and tight enough board to lead the organisation effectively – no more than 12 members, including Non executives and the Home Secretary’s nominee Director.

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I propose that a Professional Body Management Board provide a wider range of representation from across the police service supports the Board. The council would provide advice to the board on critical issues. Below the Board would be a series of working committees dealing with key issues including leadership and training that would support the development of professional standards and practice. I would anticipate that, as set out above, these would evolve out of the repositioned, existing business of the Association of Chief Police Officers but taking the opportunity to simplify and streamline.

In the consultation that we have done during the course of the review there has been a broad consensus that the membership of the professional body would necessarily divide into three types. Associate membership, which would include those working in the police service and potentially those working with the police service, who are not police officers but have a professional status, for example in HR or finance, which would support their membership of the professional body or specialist skills and meet a threshold for qualification. Many of these associate members will have membership of another professional body. Secondly, full members of the professional body. Entry will be by achieving the initial police qualification, which we will come to in the next chapter and through registration or by qualifications, which the Professional Body deem to be of equivalent weight (an example might be the CSI qualifications). Finally, is the group of fellows of the professional body, a category that we think should be achieved by a clearly articulated qualification at Senior Management, which I will return to below.

A key issue raised with us during the Review has been the role of Police Staff within the Professional Body. There has been long standing debate in the police service since the first moves to civilianise roles about the status of police staff and their relationship with attested police officers. Police staff perform a wide range of roles that have become increasingly frontline, many of them supported by specific powers to seize evidence, enter premises and make arrests. Many police staff now have a significant professional qualification such as the Crime Scene and Financial Investigators, and many more are members of other Professional bodies such as the CIPD or CIPFA. It will be crucial that the Professional Body enhances cohesion in the workforce rather than provides a exclusive club solely for police officers, so we

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propose that the Professional Body provides a framework to recognise police staff qualifications that will see some roles attracting membership and others associate membership. We would also encourage wide representation of police staff across the Professional Body's Council and business areas.

There would be substantial advantage to early consideration for the members of the Scottish police services to become members of the Professional members. The same should apply to members of the Island police services; Guernsey, Jersey, Isle of Man, Gibraltar and the Falklands.

We also think that there would be considerable merit in the professional body seeking to secure the continued membership of those members of the police service who retire, having been members of professional body. These might divide into those who wish to retain the full professional status and would maintain their qualification through continuous professional development and those who would prefer a more honorary status. The advantage of retaining retired members, particularly where they have maintained their qualification, is the ability to use them as part of a more flexible workforce or for them to be able to play their part in supporting training or international training in policing in a way that supports the standards of the professional body. The other clear advantage is the opportunity for the professional body to secure a wider membership base to support its funding. We do, however, feel there should be some clear rules about the boundaries of professional registration and in particular in the relationship between members of the professional body and private sector policing. This is not to say that registered members of the professional body who have retired from the police service could not still be members of the professional body and serve in a private security organisation, but that there ought to be some clear constraints on how that membership is expressed or utilised.

Functions and responsibilities of the professional body

I have set out the responsibilities of the Professional Body but it is worth pulling out of that some of the key things that begin to develop further the benefits and

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advantages of a single Professional Body for policing. These could be summarised as follows:

- **Registration and continuous professional development:** The concept of general registration of police officers to practice is a new one for UK, although there are registers for crime and financial investigators already. General registration has been a matter of some debate and development in Australia. The singular advantage of it is the link between registration as an expression of a qualification to practice and continuous professional development as a means to continue to develop that practice and ensure that those qualified maintain their qualifications and competence. It has been a continual theme of previous reports on learning and training in the police service that continuous professional development has been absent. This also provides policing with the opportunity to further standardise the registration of operational critical registration such as firearms and public order command, and forensic pathology.
- **The qualification framework:** In our discussions with the Higher Education sector and in particular the Higher Education Forum for policing, the absence of a professional body has been continuously cited as a major obstacle to progress. The HE sector has powerfully made the point to us that, whilst there are many excellent individual relationships between local police forces and local universities and education providers, there is no national framework of qualification which would allow the HE sector and other providers to develop training and research effectively to support the development of professional practice in policing. The current approach is ad hoc, inefficient and of variable standard. The relationship with HE, for example, is also an immature one, compared to other occupations. There is a tendency to use HE to provide accreditation for in-house provision rather than partner with HE to deliver learning. This restricts the development of an effective market and alternative provision.
- **Standards and good practice:** A key function of the Professional Body would be to ensure not just the development of standards but the diffusion of good practice, supported by research, potentially managed by the Professional Body but also commissioned and stimulated by it. The NPIA has

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made significant progress in this area, both developing a knowledge strategy and an improvement approach that has sought to link research, practice and the development of a research agenda over the long term (REF). This has been supported by the development of POLKA, the police on-line knowledge area, as means of both allowing those within the police service to share practice and to keep up to date using the latest advances in on-line communities. POLKA, particularly if combined with the national e-learning platform 'NCALT', has the potential to support continuous professional development with high quality updated information and learning material. This should be an important part of the professional body's impact on policing and above all on the individual members of the professional body.

- **Talent Management:** Another key role will be to support the development of effective talent management. As the responses to our survey indicated, talent management is not an area of strength across the service. We suspect this is partly because there is insufficient understanding of good practice in talent management. Effective practice suggests that the concept should be seen as much broader than simply managing the careers of individuals and providing them with advice on next steps. Instead it needs to encompass everything from the skills recruited, the processes of professional qualification and development, styles of leadership, support of individuals with coaching and mentoring and the types of development opportunities at key stages. It also needs to address the most senior levels of succession planning and the nurturing of talent pools including ensuring that those from under-represented groups are properly supported and encouraged to come forward. With changes to the nature of the HMIC and the phasing out of the NPIA the current national approach to talent management is notionally the responsibility of the Senior Appointments panel. With the creation of the Professional Body, I propose that this responsibility moves unequivocally to the Professional Body which should provide good practice to local Policing and Crime Commissioners, chiefs and their forces as to how talent management should be arranged in a good and effective policing organisation, but should also be responsible for a range of key national functions. These should necessarily include a national assessment process for suitability for strategic rank and overseeing the development approach for current and potential chief officers.

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The professional body should also be responsible for ensuring the effective management of the High Potential Development Scheme. The talent management of effective, high performing senior police leaders is a matter of serious public interest. It is therefore important that the way the Professional Body manages this function is as transparent and externally focussed as possible. It will necessarily need to involve a range of independent advice, regular and open reporting about key issues (in particular, the work on developing the diversity of the workforce) and a strong relationship with PCCs. It should therefore involve a high degree of independent external input into the processes of national assessment and the processes of chief officer selection.

Implications of the Professional Body and the role of ACPO

ACPO, which was originally created in 1948, separated itself into 2 distinct bodies; ACPO which was responsible for professional leadership of the police service (which then became a company limited by guarantee) and the Chief Police Officers Staff Association (CPOSA). Even then there was a strong desire to develop a 'professional police institute. However that strategic intent though carefully researched did not come to fruition. Further consideration was given to the idea when as the formation of the NPIA was being considered in 2006 and a reform of ACPO was proposed at that point, included was the possibility of providing ACPO with a 'legal status' in the 2006 Police and Justice Act. Despite this, the potential body failed to materialise because of the difficulties of meeting the need for professional independence. The approach I am taking with the creation of the professional body builds on this earlier thinking and I therefore propose that ACPO repositions itself by merging its existing organisation into the chartered body whilst at the same time bringing in the wider membership.

For all of the national associations in policing, the creation of the Police Professional body presents the most significant challenge to ACPO although there are significant benefits to ACPO from the approach proposed. Presently ACPO's development as a company limited by guarantee has become increasingly problematic in terms of the

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public perception of accountability. In the absence of a national police force, the Home Office has relied on ACPO as a means of running major national functions. This was always problematic and the Home Office needs to shoulder a major responsibility for not addressing the issues that this has thrown up. Moreover, this is doubly problematic under the framework proposed by the Coalition government for transparent and accountable public services under clear democratic control. ACPO's merge into the Professional Body, would create clearer public accountability and an unequivocal framework of public interest. There is a strong recognition of this amongst the membership.

However, it must also be noted that ACPO performs a range of absolutely national critical functions as the consultation paper 'Policing in the 21st Century' recognises. Its members provide advice to ministers about policing and policing issues and its work is interwoven with other work of bodies across government. Its committees, dealing with key areas of business which range from crime policy to the use of firearms, have a long track record of developing standards and practice in policing. As one senior member put it at the Autumn Conference, *'we should be very careful about throwing the baby out with the bath water'* and I strongly agree with this. Many members of ACPO are objectively critical about the challenges of managing the business of policing within the existing ACPO organisation but are equally proud about the contribution that the organisation has made and of their membership of the body. They would very much like to see the best of ACPO preserved within the new professional body. Whilst the new professional body will need to develop a structure that reflects the whole service, as well as qualified and specialist police staff, it will also need to preserve, develop and sustain the best of the work that ACPO have built up in the more than sixty years of its existence. Planning for this will be a critical part of the implementation approach.

Key Stakeholders

Staff Associations: When the new Professional Body is established, members of the police service both police officers and police staff are likely to be members of two sorts of body - the professional body and a staff association; either the Chief Police

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Officers Staff Association (CPOSA) the Police Superintendents Association of England and Wales (PSAEW), the Police Federation or the Unions in the case of some police staff members. As is the case in many other sectors, it is not proposed that the Professional Body affects the role of staff associations in representing their members in collective bargaining and matters of terms and conditions, which are the proper province of a staff association or union. It will be important right from the start for the Professional Body to establish a strong and clear relationship with the existing police staff associations and police staff unions.

Police and Crime Commissioners (PCCs'): In the proposed new policing landscape, whilst the Home Secretary will have primacy in respect of national issues in policing, the Police and Crime Commissioners (PCCs') will hold that primacy in respect of local policing. PCCs' will clearly have an individual and collective interest in the professional body and in particular in the professional standards that it would seek to develop: both those that apply to the individual members of policing organisations as professional practitioners and those which apply to the organisation. However, it will equally be very important that, on occasion, the professional body provides independent professional advice and standards that this is done in a way which provides a balance to the democratic accountability exercised by Police and Crime Commissioners.

There has been substantial debate throughout the period of the Review regarding the role of the Police and Crime Commissioners and their potential relationship and involvement in the Professional Body. There have been arguments put forward that the Review should find ways to replicate the 'tripartite relationship' (that is, the three cornered relationship between Home Secretary, Police Authority and the Chief Constable created under the 1964 Police Act). However, as this Review has been predicated on the introduction of radical changes to the accountability of policing, it seems to me that replicating a system that is being reformed simply because the Government argues that it has not worked is a poor approach. The Coalition Government's legislation, as seen in the Police Reform and Social Responsibility Bill, proposes a wholly new framework for accountability, with a clear separation in the roles of local Policing and Crime Commissioners and national government. The default position of responsibility for the priorities and performance of the police will lie

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with the locally elected PCC, with reserve national responsibility lying with the Secretary of State. In the debate, the Government has emphasised that, although they propose that police forces and their Chief Officers become accountable to the PCC, they wish to preserve the operational independence of the office of constable. In this context, the Professional Body will play an important role in providing an independent, publicly accountable, professional voice, but one that is separate from local democracy. I would therefore argue strongly against PCC representation on the Executive Board of the professional body. One of the significant problems with the current tripartite structure, prior to the recently proposed, has been a lack of clarity regarding appropriate spheres of influence and the blurring of accountability between national government and local governance. It seems to me to be very important in developing the new landscape not to fall in to this trap again.

There is however a need for the PCCs' to be able to influence the standards and development of the Professional Body. They will naturally have a very considerable interest in the effectiveness of the Professional Body's work and standards, and the impact this will have on the management and operations of local forces. Though the PCCs' should have no role on the Executive Board they most definitely need to have a means of impacting on the professional standards. The Professional Body must benefit by being clearly accountable and responsive to external comment and scrutiny and which will be the external representation of the public interest. I therefore propose that a Police and Crime Commissioner be involved in, and chair, an Independent Scrutiny Board (ISB). Similar to the concept of the local scrutiny panel envisaged in the Police Reform and Social Responsibility Bill, the ISB which would be responsible for providing the Executive Board with independent advice as well as scrutinising its operations, its and their impact across the country. I would expect that ISB to operate transparently and in a public manner using all of the potential opportunities afforded by social media to consult and seek views from the public, non-governmental organisations and representative bodies as appropriate. I would also expect the Professional Body to have due consideration of the advice provided. The ISB is a crucial component of the Professional Body, ensuring that it remains embedded within its community in the same way that chief officers and their staff are embedded in their communities in police forces.

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it will be both important and desirable for PCCs', though their oversight function, and as holders of police budgets to be involved in the work stream Areas and Committees of the Professional Body, particularly those relating to Leadership.

Independent Police Complaints Commission (IPCC): The IPCC has the primary role in oversight of the investigations of complaints and allegations of misconduct against members of the police service and overseeing the application of the Code of Conduct and discipline process within forces. Given that one of the responsibilities of the Professional Body will be for the registration of qualified members of the police service and, potentially, their de-registration in certain circumstances, there will need to be a clearly defined relationship between the IPCC and the Professional Body. However, the critical relationship on discipline and misconduct will be between the Chief Officer and the Professional Body, rather than the IPCC and the Professional Body. It must be for the Chief Officer to judge whether a member of the force has fallen so seriously below the appropriate professional standard as to be brought to the attention of the Professional Body and I do not envisage a duplication of the conduct procedures carried out by the individual force. However, where a member of the police force is dismissed or resigns from the service in circumstances where their conduct has fallen well below the professional standard I would expect them to be removed from the register of professional practice. The IPCC should, therefore have a seat on the ISB.

Her Majesty's Inspectorate of Constabulary (HMIC): There is a further important relationship between the Professional Body and HMIC. I envisage that the Professional Body will be responsible for developing standards and HMIC for determining whether those standards have been adequately met within individual forces. On occasion HMIC will also be responsible for recommending to the Professional Body that the standards themselves have flaws and that should be reviewed. In light of this responsibility HMIC should have a role on the ISB. There is currently a 'lessons learned' body which seeks to bring together lessons learned from IPCC investigations, HMIC thematics and inspections and debriefs of major incidents and major events. I would expect that group to be developed under the wing of the Professional Body as a critical means of ensuring that there is fast time learning and the distribution of knowledge through the profession. Importantly, the

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Professional Body will be able to link such lessons learnt to continuous professional development.

International Policing Partners: The Professional Body for policing in England and Wales will be a very significant for policing internationally. If agreed and supported with a Charter, it will be the first Professional Body in policing with a strong national remit anywhere in the world. As in 1829, England and Wales will be leading the way. However, it can only enhance the reputation of the body and assist in the development of policing in this country, if there is early consideration to having international representation on the Board and international affiliate organisations. There is an important precedent for this in the way that the US Police Executive Research Forum (PERF) , whose members encompass the Chiefs of the largest US police forces, encourages UK members and has a ‘member at large’ seat on their board, which is currently filled by Sir Hugh Orde, the President of ACPO. The links with PERF have been important for policing both sides of the Atlantic.

Accountability to the Home Secretary

The most obvious and critical relationship for a professional body of policing is with the Home Secretary. It is the role of the Home Secretary to ‘promote the efficiency and effectiveness of the police service of England and Wales’. Once established, the professional body for policing will play an absolutely central role in supporting that aim providing, as it will, the standards, qualification framework, leadership and practice development for policing. I would also expect that the Home Office, with the agreement of the Home Secretary, should continue to fund some core functions. The Home Secretary has a critical interest in the success of the body, but also in ensuring its efficiency, effectiveness, transparency and accountability. I propose, therefore, that the Home Secretary should have the right within the Charter to appoint a ‘nominee’ non-Executive director to the Board of the chartered body.

A chartered body is a company like any other, but with strict public interest requirements established through its memorandum and articles. The leadership and strategy for a company must sit with its Executive Board, and it is on this body that

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the Home Secretary will have the right to appoint a nominee director. That Director would have a responsibility both for the success of the Chartered Company and for ensuring its proper accountability to the Home Secretary and Parliament. I would urge that the appointment is of a person of significant public standing and experience so as to enhance the credibility of the professional body and be able to contribute to its strategy and development.

It is crucial for public confidence that there is an open and transparent relationship between the Home Secretary, Ministers, Parliament and the Professional Body. It may well be advantageous for the principles of this relationship to be articulated in the Articles of Association within the Charter. In particular, I propose that the professional body should, in the interests of transparency and public accountability provide the Home Secretary and the Home Affairs Committee with a business plan and a regular report of key issues. This will reflect the funding that I will propose that the body receives from the Home Office as well as enabling the body to reflect on, and respond to, the national priorities articulated by government and issues raised by Parliament. This also mirrors the requirement, as laid down in the Police Reform and Social Responsibility Bill, for Policing and Crime Panels (PCP) to produce an annual report⁴². The government has also signalled the desire to encourage the development of professional discretion and trust in professionals, provided that they operate with a firm framework of democratic accountability. In the spirit of this approach, the relationship between the Home Secretary and the Professional Body should be one that is kept to key issues and not a welter of details, as has sometimes been the case between the Home Secretary and the NPIA.

The structure envisaged for the Professional Body is set out below, but it is worth touching on the Work Stream Areas at this point, because they provide an important avenue for achieving professional, political and public consensus over the standards and practice of policing. Although the Board will be responsible for the strategy and direction of the Professional Body, the detailed development of standards and practice will be done through Work Stream Areas, Committees and Working Groups, which provide the opportunity to involve policy officials in the civil service, Policing and Crime Commissioners and key interested parties in their development. Although the exact definition of these Work Stream areas must be fully defined through

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implementation as this will require transfer, and potentially, realignment of the thirteen ACPO business areas. Such considerations should provide the Professional Body with the opportunity to align or create symbiosis to the new delivery landscape for policing.

It would be worth considering whether there is scope for a significant shift in the role and status of a number of other key bodies. There is some current consideration about the future role of the Police Advisory Board (PAB) which is a statutory Board, independently chaired. It was set up by the Police Act 1964, replacing the Police Council, which first met in 1920, chaired by the Home Secretary. Equally, there has been a non-statutory National Policing Board (NPB) for the last 3 years, chaired by the Home Secretary, with representatives of the Home Office, ACPO, APA, Serious and Organised Crime Agency (SOCA) and NPIA. There have also been regular – two or three times a year – meetings of the Home Secretary and Ministers with Chief Constables and Chairs of Police Authorities. There have been problems with the clarity of the role of each of these bodies. It would assist the development of the Professional Body if the structures were simplified. It seems worth considering whether there is scope for a forum for resolving the issues about spheres of influence and responsibility, critical issues and key rubbing points between the Home Secretary, PCCs', the Professional Body and the Staff Associations. This could be done by simply adjusting the role of the PAB or it could be achieved by returning to an earlier precedent, a Ministerially chaired National Policing Council, which might offer a way forward and provide another way of linking the levels of policing and keeping a strategic, national eye on the development of the profession. Whatever the approach that is chosen, it will help ensure a clear line of accountability for the Professional Body if the landscape of national meetings and bodies is radically simpler than at present. I propose therefore that early consideration is given to the simplification of the role and structure of national bodies and meetings to ensure a clearer framework of accountability at the national level.

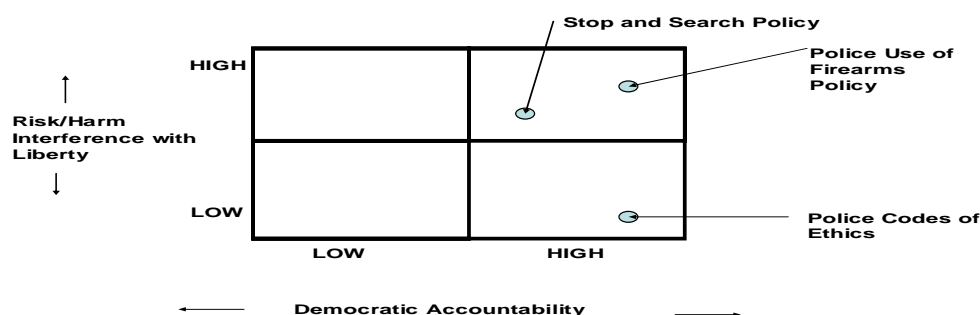
There will be some professional standards that are developed and agreed by the professional body, which will necessarily be of paramount interest to the public, the Home Secretary and indeed to Parliament. It would be very unusual in the case of other professional bodies such as those in medicine, teaching or engineering for a

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professional body standard to be subject of a debate with the Secretary of State or with Parliament, but quite usual for Professional bodies to consult publicly. However, in policing there are some standards which will create a probability of police officers using significant force and therefore causing harm to citizens, where the standard is designed to protect the public from a serious and significant risk of harm, or where the standard carries the possibility or indeed strong probability of a significant interference with liberty. In these cases, it seems to me that those standards should be the subject of external scrutiny and, in many cases, by agreement between the Police Professional body and the Secretary of State. This is particularly relevant in areas which are subject to regulation or Codes of Practice, such as the police use of firearms, and the use of intrusive surveillance

The greater the potential for harm, the higher the risk and the more intrusive on liberty, then the greater the degree of democratic scrutiny that should be applied to the professional standard. Fig 4. seeks to illustrate, in simple diagrammatic form, the relationship between standards on the one hand (particularly those that impinge on harm, risk or liberty), and practice advice where the harm, risks and intrusion are minimal. The latter, it seems to me, do not need that level of scrutiny and nor indeed do they need the level of bureaucracy and the weight of paper that has been applied them over the last decade.

Fig.4 illustration of Risk to Harm and Liberty Matrix



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This raises the question of who decides whether an area of practice requires the higher degree of public scrutiny. The principle responsibility will lie with the Executive Board of the Professional Body, which will have a number of independent Non-Executive Directors, one of whom will be the Home Secretaries nominee. They will make that decision against a set of publicly available principles and in a framework of Freedom of Information access to their minutes, papers and decisions. Ultimately, were the Home Secretary to disagree with their approach, the Secretary of State has powers under legislation to issue Codes and, in particularly significant areas, primary and secondary legislation. Moreover, the Home Affairs Select Committee will have the ability to scrutinise the Board's decisions, approach and any proposed standards.

It is also important to note that as the proposal is that the body be established through Royal Charter, this route also affords the Government a degree of control of the internal business of the Chartered body. In summary, with the framework of the Charter, the Articles of Association, independent non-Executives, the Freedom of Information Act and Parliamentary accountability, the proposed Professional Body will be a highly accountable public body.

Compliance

One issue that has been consistently raised with me as we have debated the potential development of a professional body has been the issue of compliance with the professional body's standards. It has been a persistent and ongoing debate in the police service in respect of ACPO guidance and the professional standards developed by the NPIA under ACPO's commission. The service has a mixed record of compliance with standards – in some cases, such as the development and application of the standards in respect of police use of firearms, there has been a very careful development of national guidance, the core curriculum and competence framework and compliance audit to ensure universal standards for all police firearms officers in the UK. However, in other areas compliance can best be described as poor. Currently, under ACPO guidance, every Chief Constable is bound by the agreement of Chief Constable's Council to a given set of guidance *unless* he or she writes to the President of ACPO indicating dissent and the reasons for doing so.

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That process is rarely used and where it *is* used it is not a public, transparent and accountable process. This presents a highly unsatisfactory position and one where dissent could be harmful to the public interest. Furthermore, it seems important that the reasons for disagreement are properly tested where the standard is a critical one to the public and to interoperability between police forces. This position also runs contrary to the position presented in the 'Policing in the 21st Century' consultation document to provide a framework of compliance that restricts the ability of local police forces and their police and crime commissioners, to police in accordance with local need. Therefore a balance has to be sought between compliance with national standards where they are of benefit, and local flexibility.

There is already a model of compliance within the private sector. The Financial Reporting Council (FRC) 'UK Corporate Governance Code'⁴³ This Code provides the recommended framework for the governance of the UK' corporate sector, including the largest companies listed on the Stock Exchange. Although the Code is not mandatory, it is underpinned by the requirement to *comply or explain*. For example, the Code sets the standard for the composition of the Board of a company, including the requirement for the roles of Chairman and Chief Executive to be separate. In recent times, Marks and Spencer's Board agreed to the appointment of the Chief Executive Sir Stuart Rose as both CEO and Chairman in clear contravention of the standard laid down by the FRC. The regulator, shareholder and media response to this decision shifted Marks and Spencer's' Board to reframe the appointment as a transitional measure towards the appointment of a successor CEO. There have been a number of examples where Company Boards have made a conscious decision to depart from a standard because for that specific time or for a specific reason the standard was judged to be inconsistent with the Directors' duty to promote the success of the Company. However, in these circumstances the Board would need openly to alert the Shareholders – and in some circumstances the relevant regulator - to the decision and rationale. The Code explains this process as follows: 'it is recognised that an alternative to following a provision may be justified in particular circumstances if good governance can be achieved by other means'⁴⁴ However, if a company decides to take an alternative route, it is required to explain in its annual report and to its shareholders, who are encouraged in the Code, to examine carefully

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the statements from the company supporting a decision to depart from the corporate governance code.

Adopting a similar framework seems to me to have real merits in defining the boundaries of the relationship between the Professional Body and individual police forces. It balances publicly available standards and the expectation that these will guide practice unless there are sound reasons why they conflict with the priorities and operation of an individual force. Such a judgement, which would normally be taken by the Chief Officer who has primary duty of direction and control of their police force, would clearly be the subject of debate and scrutiny with the Policing and Crime Commissioner. In the case of the police service, a police force whose PCC and Chief Officer choose to take an alternative route to a standard, would then be required to 'disclose and explain' the decision and the rationale for the decision. This would provide an opportunity for the HMIC to test that explanation on behalf of the 'shareholders', i.e. the public. HMIC would then be able to provide a very public, independent and transparent exploration of the reasons and rationale for deviation and assess whether, on balance, those reasons and rationale are seen by the HMIC (on behalf of the Professional Body) to hold water.

There is an important relationship between the proposals set out here for a 'comply or explain' regime and the debate that has been running on the extent of the 'operational independence' of Chief Constables. The recent Home Affairs Select Committee (HASC) report on Policing and Crime Commissioners itself raised the lack of clarity and agreed principles of operational independence.¹⁴⁵ The Government has said that operational independence is a fundamental principle of British policing that it will protect when Police and Crime Commissioners are introduced. The Committee notes that there is currently no statutory definition of operational independence. It also emphasises the importance of police independence in relation to detection, law enforcement and the power to arrest. We think that the 'comply and explain' framework should serve to support a balanced approach to operational independence in which Chief Officers have the ability to take a locally defined approach where they judge it to be in the best interests of the policing of their force areas. They will do so knowing that there is an open framework of checks and balances designed to ensure that local decision-making is balanced with national

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standards which should be set so as to ensure the effective cooperation between forces. The HASC report goes on to recommend that the ‘concept of operational responsibility in relation to broader performance should be defined in a written memorandum of understanding between the Home Secretary, Chief Constables and Police and Crime Commissioners’. There is a clear opportunity here for the Policing Council that we propose to agree such a memorandum in line with the HASC recommendation, drawing on the ‘comply and explain’ framework set out here.

Proposed Membership

The tiers presented above link hierarchy of membership to levels of influence within the Professional Body, for example voting rights. Rather than simply tying rank to influence, it is important that the Professional Body recognises specialism and expert knowledge that is held throughout the police service which is not necessarily aligned to rank alone. The tiered membership structure would also align to the professional development approach that I will outline in chapters four and five. In costing membership however, I feel it is advisable to link fees (which are outlined in chapter seven) to rank on the basis that this will reflect ability to pay.

Table2: Possible Membership levels for Professional Body

	<i>Suggested Level of Membership</i>	<i>Suggested Criteria</i>
1	Fellow	Awarded to those who have made a significant contribution to the profession (e.g. Senior Rank or Expert or QPM holders)
2	Chartered Member	Those who have reach a higher level of expertise, whether through specialism or promotion
3	Full Member -	Warranted officers after completion of Police Initial Qualification
4	Technician Member	Civilian Investigators, Scene Of Crime Operatives
	Affiliate Member	Civilians with other recognised qualification such as chartered accountant, CIPD
	Associate or Student	<i>Those with ambitions to or on route to becoming a member (whether technician, affiliate, full or chartered)</i>
	Honorary Member	<i>For those who no longer wish to practice (e.g. retired) and are not therefore doing CPD, but maintain accreditation on annual basis?</i>

Membership in transition

As the professional body is set up there will clearly be an extended period of time where the substantial majority of the police service are not members of the professional body and have the option to become or not to become members. New recruits who achieve the professional qualification and are then employed in the police service, we think should be required to be members of the professional body; however there remains the question of how we transition membership into the new professional body. Partly this will be a function of setting the membership fees at as low a level as possible to meet the costs of the organisation, whilst encouraging the widest possible membership. In conversations we have had with a number of chief officers, they have suggested that initially at least police forces may wish to pay the fees to encourage universal membership. We think this might be appropriate in transition in order to encourage the widest possible involvement, but in the spirit of encouraging independent professionals we think this should only be a transitional measure, and that there ought to be, as there has been in nursing, a time limit set (say three to five years on) at which point it will be a requirement by regulation for members of the police force to be members of the professional body in order to practice. In the meantime, there will need to be a careful process of accrediting existing learning and qualifications to encourage the appropriate recognition of current serving members of the police service.

Funding the professional body

A critical component of this review quite clearly is to ensure that the landscape that is proposed is affordable and capable of being sustained. This is particularly difficult given the financial pressures and the current funding of a number of the precursor bodies which would be feeding into the professional body, and in particular the National Policing Improvement Agency. Over time we think that the professional body should have a substantial membership fee base, with potentially 200000+ members from serving and retired members. In addition to the membership funding, the professional body will be able to earn fees for some services and charge fees for accrediting programmes and courses. One of the purposes of the government'

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approach has been to de-clutter the landscape and we think that the professional body should have the prime responsibility for registration, qualification and the process of accreditation. For some of its core functions around standards, we would propose that initially the professional body will need to be supported by some grant funding. As the body develops, it will be important to review the necessity for grant funding and to ensure that the grant is tightly managed and focussed against a set of priorities agreed by the professional body with the Secretary of State. In chapter six and seven I will discuss the wider issues of funding for implementation across the professional body and implementation.

Clearing the undergrowth

There is rather a lot of 'undergrowth' to clear away and particularly in leadership and training. The Professional Body will have the prime responsibility for developing the leadership and supporting the training of the police service and this presents a timely opportunity to consolidate and align services, practice, governance and guidance. Currently there are in the region of over 400 pieces of ACPO doctrine. These are of varying quality and range from high risk areas such as fire arms to quite tactical guidance. However, even in high risk areas there can be confusion created, for example in the case of the police shooting of the solicitor Mark Saunders in May 2008, where the inquest in 2010 found identified six different firearms manuals. The creation of the vast amount of this doctrine, whilst sound in its intention to inform and provide guidance, has lacked sufficient rigour in distinguishing between 'must know', 'should know' and 'good to know' policing knowledge and best practice. There needs to be a clear distinction made and here and the Professional Body will play a vital role in structuring the production of such guidance along a clear hierarchy of need and importance;

1. Core knowledge
2. National Standards (possibly linking to the Strategic Policing Requirement)
3. Professional Practice and authorised guidance (approved best practice and standards)

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4. Tactical guidance and local best practice (which could be tested through the Professional Body for elevation to professional practice)

There is already work underway through the ACPO Professional Practice programme (APP) which is intended to deliver a programme of work around professional practice and the police use of knowledge. This will encompass policing principles, national standards and Approved Professional Practice (APP) as well as conducting a comprehensive audit and review of doctrine, with an aim to consolidate, refine and reduce the amount of material.

I welcome this work; but it should be seen as part of a broader stream of work which is needed to address longer term challenges in managing and disseminating knowledge. A core function of the Professional Body should be the development and oversight of a national police knowledge service. This would bring together knowledge functions such the police library, Police Online Knowledge Area (POLKA) and National Centre for Applied Learning Technologies (NCALT). The purpose of a such a service will be to embed knowledge (doctrine, practice guidance etc) within the police curriculum at all levels as well as acting as the central repository and access point for engagement in policing research.

As well as the (over) production of doctrine, there is also the matter of the vast numbers of meetings and associated bureaucracy which are generated through the oversight and decision making structures for national programmes within the police service. At the last count, there are 13 ACPO business areas, supported by 110 portfolio groups and underpinned by 226 working groups, sub groups and programmes. Not only has this structure contributed to the production of such a vast amount of doctrine, it also generates a significant amount of meetings and associated paperwork. Even if I assume that combined, all of these meet but once a year for two hours, this accounts for a staggering **97** days of meetings and this is just for one person! Turning to the Learning and Development sphere, I have set out the number of meetings; on the assumption that these meet four times a year for only two hours, below:

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Table 3: Assessment of current Learning and Development Meetings

Current number of Learning and Development meetings identified by the NPIAs People and Development directorate	142
Average number of meetings per year	4
Average length of meetings (assumed)	2
Total Meetings x 4 x 2hours	1136 hours
Minimum number of attendees –9 from ACPO regions, Chair and 1 secretariat function	12
Total hours divided by working day (7.2 hrs) divided by working year (220 days)	13632 (1893.3 days)
Equivalent to FTE people	8.6 FTE people per year

This extremely conservative calculation of the learning, development and training meetings landscape presented here is one that only encompasses NPIA direct involvement. It does not account for the time spent preparing papers, travel or levels of attendance. These meetings fulfil a number of functions such as decision making, audit and advice. Some of these meetings have a statutory role such as the Police Advisory Board (PAB); others, such as the Financial Investigation Working Group, work to align and standardise the use of financial investigations. However, there *appear* to be many overlapping meetings; for example, there are at least three health and safety groups. Consolidation of these meetings under the Professional Body will create opportunities to create consolidated and more coherent decision making, auditing and advisory structures, especially if it aligned to the continued work of APPK. Not only will this save time for police officers, staff representatives, police staff and civil servants, it will significantly reduce bureaucracy, and has clear value for money implications.

It is not for me at this stage to suggest exactly what meetings and associated bureaucratic processes should stay or go; a detailed overview of the business cases associated with each and every meeting would take longer than this review! I do, however, believe that a fundamental assessment of this entire landscape is required.

Recommendation 3: That, in establishing a Professional Body, the current burdensome, governance landscape of doctrine, guidance and meetings is rigorously assessed to consolidate into distinct areas such as Strategic

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Policing, Professional Practice Ethics and Standards, Learning Training and Development and Workforce Requirements. This assessment should be underpinned by evidence throughout.

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Table 4 Summary of role and governance purpose of Professional Body Structure

Body	Role and Governance	Potential Membership
<p>Executive Board</p> <p>Role</p>	<p>Purpose and Benefit Provides the overall direction and governance of the Professional Body Responsibility for signing off annual report and business plan for submission to Home Secretary and Home Affairs Select Committee. Signs off the annual budget</p> <p>Accountability to the Home Secretary both directly and through the NPC Receives direction through the NPC Receives advice, guidance and commissions from the ISB and CoCC (potentially via a National Policing Council)</p> <p>Oversight Role Oversight over entire Professional Body, and delivery partners at a strategic level Comply or Explain relationship with Council of Chief Constables (though not mandation as this undermines concept of operational independence)</p>	<p>President (Chief Constable) Vice President (Superintendent, inspector or constable ranks) Home Secretary's nominee Chair of CoCC Non Executive Directors Professional representatives (all levels)</p>
<p>Council of Chief Constables</p>	<p>Purpose and Benefit Provides coordination and operational leadership for policing at national level, ensuring coherence of the 'golden thread' of policing (international to national to local) Fulfils current role of Police National Information Centre (PNIC) by providing collective response and advise to Ministers and acts as interoperability board for policing in England and Wales</p> <p>Provides reference for and is professionally accountable to: To the Home Secretary and NPC Professional support and advice to the Executive Board</p> <p>Oversight Role Advises the Executive Board of the Professional Body</p>	<p>Chief Constables of England and Wales</p> <p>Head of NCA</p> <p>Heads of other law enforcement agencies</p>
<p>Independent Scrutiny Board</p>	<p>Purpose and Benefit Reflects the wider policing landscape providing independent advice, scrutiny and rigour about its operation, the standards that its developing and the impact of those standards across the country</p> <p>Provides reference for and is professionally accountable to: To Home Secretary and NPC</p> <p>Oversight Role</p>	<p>PCC (Chair) IPCC HMIC CPOSA, PSAEW, POLFED Police Staff union (s) Academic partners' Delivery</p>

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	<p>Advises the Executive Board of the Professional Body Acts as conduit for wider consultation with PCCs', PCPs, general public and Staff associations/Unions</p>	<p>partners</p>
<p>Management Board</p>	<p>Purpose and Benefit Internal corporate governance which conducts the core work of the Professional Body. It provides corporate leadership to Professional Body and is a forum for the discussion, development and co-ordination of forward strategy, current major work programmes and essential corporate policies.</p> <p>Accountability To the Executive Board</p> <p>Oversight Role Makes recommendations to Executive Board</p>	<p>Chairs of internal delivery units Heads of the PB workgroups</p>
<p>Business Areas And work streams</p>	<p>Purpose and Benefit Consolidated and Streamlined management boards for Professional Body areas (e.g. Professional Practice, Ethics and Standards, Workforce Strategy) and for national oversight and delivery (e.g. operational, cost effectiveness)</p>	<p>Appropriate representatives from Police Service HMIC IPCC PCCs' Home Office NCA etc</p>

Chapter Four: Building Professional Development

As I set out in chapter three, Recommendations 1 and 1A called for both the establishment of a chartered professional body for policing and for ACPO to reposition itself by merging into this body. In this chapter I will address those elements of the ToR which focus on leadership and training specifically (specifically points 2-4).. In doing so, I will set out a professional development model which will address the issue of pre-entry recruitment through to the acknowledgement and management of through career general and specialist skills and qualifications. This is a natural consequence of the creation of a professional body and enables the Police service to describe a through career approach to professional development and qualification. I will also show how this model fits to levels of membership within a professional body.

The framework of professional development as held by a professional body will provide clarity of the minimum training and assessment requirement by role and responsibility. The proposed framework needs to be underpinned by a number of principles which will be explored further in this chapter.

- Progress through the framework will be incremental thus enabling efficient progression through the many varied career paths followed by those in contemporary Policing roles.
- Individual competence will be demonstrated and the service will recognise the diversity of tools through which this competence can be assessed. The approach to recognising professional skills needs to ensure that recording of demonstration of competence involves minimum bureaucracy; thereby using naturally occurring evidence.
- Leaders and managers will develop a culture of enabling and supporting the development of others to meet and exceed the professional requirements of the role.

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- The framework will be supported by a talent management process through which our most able are identified and encouraged to progress.
- Opportunities for professional development at all levels need to provide equality of opportunity for all. Processes need to be put in place to ensure that the service can demonstrate this.
- Approaches to professional development will recognise where expertise most readily sits. In some cases this will be expertise which exists outside of the police force. Through the support of the professional body external providers of training should be encouraged to contextualise their expertise within the needs of policing and hence provide a valued service to policing.
- The development of specialist expertise will in some cases remain the responsibility of a small number of experts within the service. The professional development standards held by the professional body will determine the standards to which specialist training will be delivered.
- The framework will encourage a varied approach to professional development. The framework needs to recognise both academic and vocational development. From the outset of their policing career officers will be exposed to a range of training approaches; they will be encouraged to develop the skills needed for independent learning.

The Context

Building professional development across the police service is integral to my recommendation to create a professional body. Our review of the training and development practice across the police service has revealed a disjointed and inconsistent approach. For example the Metropolitan Police Service have carried out a detailed analysis of their training across ranks and specialism and concluded that there is a significant amount of duplication and in particular, a significant amount of retraining of the same issues within multiple courses (responses to our survey

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indicated that individual officers and police staff are not clear about the pathways for professional development within particular specialism's).

We have already discussed the complexity of the governance of training and development, but we could also add of training that it is comparatively costly compared to other sectors, largely delivered in house with relatively little delivered by external providers, from Higher Education (HE), Further Education (FE) or the private sector. From our rapid evidence review of training, it appears to be insufficiently evaluated and in particular it is not systematically evaluated to determine the best mix of training and development approach to achieve better performance.

'I have to be frank, so many courses are just hoops to get through to do another course to tick the box of someone's perceived route of passage to the next ladder. The time may have come to scrap them and the machinery around them. In my mind the issue has to be about exposure to change, continued professional development at force level being part of an appraisal system; learn by doing not by course attending. The costs should not be developed to the officer or police staff manager. We need to recruit and train officers and from the outset instil lean thinking and the process of continuous improvement within a disciplined service.'

Consultation respondent, Superintendent

There are however, substantial strengths to the current approach. A number of areas of the curriculum have been extensively developed, including the Initial Police Learning and Development Programme (IPLDP), the Initial Crime Investigators Development Programme (ICIDP), the training for senior investigating officers, specialist areas of training around covert investigation and financial investigation, and the more recent development of programmes around citizen focused and neighbourhood policing, which have been thoroughly developed. A number of the leadership programmes have been subjected to substantial redevelopment with strong leadership from ACPO as part of the responsibility of the NPIA. From our contact with other jurisdictions, many of our individual programmes and the quality of UK policing remain highly regarded and our International training enjoys a reputation in policing internationally which parallels the reputation of many of the Royal Defence College programmes in the defence sector.

There remain obvious gaps, some of which are starkly exposed by the current financial crisis. The level of business skills and change management training for

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managers from sergeants through to superintendents is insufficient for the challenges that now face the police service. There is also the separate development of command training from the development of leadership and general management skills, which leads to the duplication of effort where the three elements are trained separately. A number of the international police organisations that we looked at in this review, notably New South Wales police in Australia, the Dutch police service and a number of police forces across the USA, including Providence, Rhode Island and the Police Executive Research Forum (PERF), have built strong long-term relationships with HE. The UK approach has traditionally tended to view the relationship with HE as one of providing accreditation to in house programmes, for example, leadership programmes or the delivery of forensic training. An alternative approach is a full partnership in which delivery is either shared or commissioned from the HE provider. In the case of New South Wales, Charles Stuart University provides initial recruit training to the commission of New South Wales Police whilst the Dutch National Police Academy has a clear collaborative partnership with a university. In Providence Rhode Island, Chief Dean Esserman is also seeking to build a 'police school' within a university as a clear partnership. There are, however, emerging examples of this practice in England and Wales; most notably the partnership between a number of Welsh forces and Cardiff University and the University of Mid Glamorgan who provide courses such as 'Management skills for police officers'.

Overall however, in England and Wales and in general across policing in most of the developed world, the relationship between police education and practice and higher education has not reached the level of embedded partnership that it has done in medicine or education. As one survey respondent stated in response to the question, *"What, in your personal opinion, would be the single biggest change you would make to leadership development and training on the police career path?"*, the value of linking academic research to operational skills development could offer distinct advantages:

'Making use of academic research. I am studying for an MSc at the moment regarding critical and major incident psychology. My opinion is that this input is something I should have obtained over 10 years ago as I entered command level.'

Consultation respondent, Chief Superintendent

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As I have written above, a key, and obvious exemplar relationship that must be built between policing and science. As I have written elsewhere with Professor David Weisburd, science in its broadest sense has yet to become embedded in policing though this must now be implemented given the level of research that now underpins many police practices. Critical to this, however, as I have stated in the previous chapter, is the creation of a Professional Body in order to establish the professional qualification framework and an important first step in that process is the establishment of the entry qualification to the profession.

The current situation: Pre-entry and training

The last fundamental review of initial learning took place in 2003 when centrally delivered foundation training became the responsibility of individual police forces governed by the Central Authority for Initial Learning. Central to this development was Home Office commission of an independent 'Review of the Learning Requirement for Police Probationer Training' conducted by Professors John Elliot and Saville Kushner (2003)⁴⁶. It remains however, a curious feature of policing that in contrast to other professions, to be employed as a police officer there is no current *national* requirement to pre-qualify before employment and reflects a state of affairs that has been in existence since 1829. That is not to say that recruits into the police force are unqualified; a third of entrants have academic experience of graduate level (NVQ level 5) or above whilst another third are educated to 'A' level (NVQ 3 equivalent). Just 6% of student officers have no formal qualifications. Age demographics also demonstrate that the majority of entrants are aged between 22 and 30. Just 1% of student officers are aged 18-21. This shows that the workforce is generally composed of those above the usual age of graduation and recruits more often than not have significant prior educational achievement; i.e. at A level and above. We raised the issue of pre-entry qualification standards in our consultation survey, asking; *should all police recruits be educated to a minimum universal standard?* 57% of respondents thought that there *should* be a national minimum education standard for police recruitment. Those who were opposed to the idea (20.3% strongly disagreed) listed concerns about equality and diversity issues, and

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views expressed that academic success is not necessarily a predictor of good police officer performance

'By raising educational standards risks only recruiting middle class people'

Consultation respondent, Superintendent

'Educational grades are not an indicator of an individual's likely ability to Police. I have encountered Officers who are on paper academically brilliant, but lack practical skills, interpersonal skills and frequently any common sense.'

Consultation respondent, Constable

Currently, police SEARCH® (Standardised Entrance Assessment for Recruiting Constables Holistically) focuses on potential in the role. Importantly this makes an assessment of attitudes and behaviours accompanied by a common set of eligibility criteria based on age, nationality, criminal record, tattoos, financial status, physical fitness, health and eyesight. Missing from the process however is a requirement for educational attainment. As a result potential recruits choosing to enter into further and higher education prior to the Police Service are not able to focus their efforts on vocational training which will potentially enhance their later career opportunities in policing. As a result the Police service trains all new recruits from the perspective of no previous knowledge or experience

Currently, training to meet the standards for confirmation of probation is provided post employment and paid for by the organisation. In a probationer's first year, the officer carries out relatively little duty in the face of the public other than as part of their training. The current recruitment and probation process therefore means that a substantial number of the police officers newly employed by the force are not available for duty because they are in core training (or are providing that training as tutors). Culturally recruits start their career in the police service with a clear expectation that it is the sole responsibility of the organisation to provide the training. Throughout the organisation the culture is that it is the responsibility of the organisation to provide and the individual to receive training. This is opposed to the individual feeling a responsibility to initiate or take ownership of their own professional development. I realise, of course, that there are many officers and police staff who do seek to improve, but this is through individual initiative rather than force

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encouragement or national strategy. This seems to be inconsistent with the type of independent professional, acting with discretion, in accordance with professional standards that the consultation paper 'Policing in the 21st Century' is seeking to encourage and a professional body would significantly enhance.

We asked those that participated in our consultation survey where they felt responsibility for police training should lie, specifically what proportion of training costs for non operational skills (such as IT, change management and HR) should be borne nationally, force level or with the individual. 65% of respondents believed individual officers and staff should make no financial contribution to their training and development (in non-operational skill areas.) However, in their comments, most did agree that individuals should take some personal responsibility for their development.

"...it should be a mixed economy...with individuals taking a much greater degree of ownership and responsibility for their learning and development..."

Consultation respondent, Rank unknown

"If you want the best people for the Job you have to invest in their training. Otherwise you will get people who can afford to fund their own progress over those better candidates who cannot."

Consultation respondent, Constable

The introduction of pre-join development, prior to attestation and employment as a fully attested police officer, is already attracting considerable interest from police forces in England and Wales. In seeking to develop a pre-entry qualification approach three broad models are currently in place:

1. Achievement of prior accredited knowledge delivered in further or higher education, accredited against the knowledge requirements of the Initial Policing Curriculum for the Diploma in Policing;
2. Achievement as a Special Constable of a Foundation Degree accredited against the knowledge requirements of the Initial Policing Curriculum and the competence requirements of the Diploma in Policing, as far as applicable as a Special Constable; and
3. Achievement of the PCSO Award (L3 Certificate in Policing) which is already accredited as prior learning and competence against the Diploma in Policing.

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These schemes have been recognised to:

- Encourage potential police recruits to take responsibility for their learning and development;
- Widen participation and increase professionalism;
- Engage Further and Higher Education in police training;
- Reduce the cost of police training to the public purse; and
- Strengthen learning support and inclusion

The Australian State Police in New South Wales recruits only after qualification on a programme run for the force by Charles Stuart University. New South Wales commissions a certain number of places on the course and jointly interviews for the programme with the university. Qualification on the programme provides a promise of employment by the force. Recruits in New South Wales fund themselves through the programme with the addition of bursaries from the force for those with difficulty in accessing education or for those from disadvantaged or under represented groups in the organisation.

Police Initial Qualification

Acknowledging that forces are beginning to implement such schemes locally, I am of the opinion that to ensure national consistency a recognised *national* pre-join Police Initial Qualification (PIQ) should be implemented as a required criterion for entry. There would be three immediate benefits. It would align to the principles of a professional body and 'qualified' members. This has the potential to reinforce the perception of Policing as a profession; the approach aligns to that for entry to other areas of public service (e.g. doctors, nurses or teachers) and professional careers (e.g. law, architecture, and engineering). The immediate benefits of such an approach are to instil some individual responsibility thereby enabling them to find out more about policing as a career prior to being recruited into permanent employment and to arrive in force.

The development and ongoing maintenance of a pre-entry qualification should become the responsibility of the professional body who will work with providers to

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develop and approve recognised awards. The professional body will set a national curriculum for pre-join learning and, on behalf of the Police service, specify criteria for delivery and assessment. The professional body will have responsibility for ensuring that providers of pre-join learning uphold the standards and ethos expected by a professional police service.

Recommendation 4: That the professional body owns and develops a police initial qualification (PIQ) for entry into the profession

Recommendation 4A: That the qualification, which should be equivalent to a level four qualification, should be the pre-condition to registration and fitness to practice as a police officer and a pre-condition before attestation and employment as a fully attested police officer

Pre-qualification and registration in this way before attestation as a constable would, in my view, significantly enhance the role of the constable, a long cherished ambition of the Police Federation and indeed of the other staff associations. The role of the constable has been both symbolic and critical to the police service; it would be significantly enhanced by clarity around the professional qualification basis for the role. Whatever method the PIQ is delivered in, I feel it is vital to include an **understanding of the evidence for effective practice in policing**. It is a significant problem with the current training programme that police officers are not educated in what works to reduce crime in their communities. Understanding the law is clearly crucial, but being able to apply it in the most effective way in accordance with the best evidence available is equally important. The lack of training in the evidence of what works in policing is a very serious omission, which should be corrected as part of this qualification.

It is furthermore encouraged that a significant number of recruits pre-qualify in independent patrol. A route taken by the Metropolitan Police Service and other forces is to encourage recruits to achieve this by becoming special constables. This seems to us to be an opportunity, since it not only provides additional visible presence on the streets whilst the recruit is qualifying, but it also encourages recruits to recognise the public service role that they aspire to, since they will be giving of their time to qualify.

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This seems to us to emphasise the public service ethos and the links with the community, which are such a critical part of the culture of good policing in the UK.

“Fundamentally, the usefulness of the police depends on the ability of the individual constable on the beat or in the patrol car...”

The Economist – Feb 19, 1949. p. 318. ‘The Policeman’s Lot’

The general approach to the delivery of the PIQ should therefore encompass the following:

1. **Flexible and transferable approaches** to achieving the minimum pre-entry profession qualification. This will ensure that there is flexibility to suit a range of life choices, for example part time study, distance learning, or learning as part of a larger qualification. The professional body will need to set clear rules about minimum standards and currency of prior learning.
2. **A new relationship between police forces, higher and further education.** Higher Education has considerable experience of working with either a professional body (setting a standard for all employers within the sector) or small scale individual employers. The impact of individual forces liaising with their local providers has been some confusion over required standards (local or national), funding regimes and copyright of curriculum and resources. A professional body will form a bridge between forces and providers.
3. **Joined up working:** The professional body, learning providers and police forces to work together to implement processes to ensure that participation is encouraged from all sectors of the community; schemes such as competitions and bursaries can accommodate this. Through the sharing of workforce planning information from forces the professional body can work with providers of pre-join to ensure that there is sufficient capacity to feed the demand for new recruits.
4. **Cognisance of the complexity of the Policing role.** The level and scope of this award should be driven by the requirements of the role and the

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opportunities to develop and demonstrate basic functional skills such as numeracy, literacy and use of technology. In addition to achieving the knowledge requirements of the role, potential recruits should have the opportunity to learn about community, read landscapes and analyse information from a range of sources. Continuing on from the work of Professors John Elliot and Saville Kushner (2003) their needs analysis should be updated and reassessed in the context of an opportunity for an enhanced approach to pre-entry learning. It is likely therefore that the academic level of the programme will be Level 4 with significant elements of communication skills and community engagement placements incorporated at this pre-entry stage.

It is important to note at this point, because it has been an issue raised by a number of people to us in this review, that we do not expect the qualification to result in a generation of “essay writing cops”. Over three quarters of respondents to our survey indicated that a GCSE level qualification should be a criteria for entry and over 60% indicated A’ Level standard should be a minimum requirement. Written responses reflect a concern that recruits should have adequate reading, writing, communication and arithmetic skills.

‘I see recruits whose command of written English is woeful. Entry standards need to be reviewed and raised.’

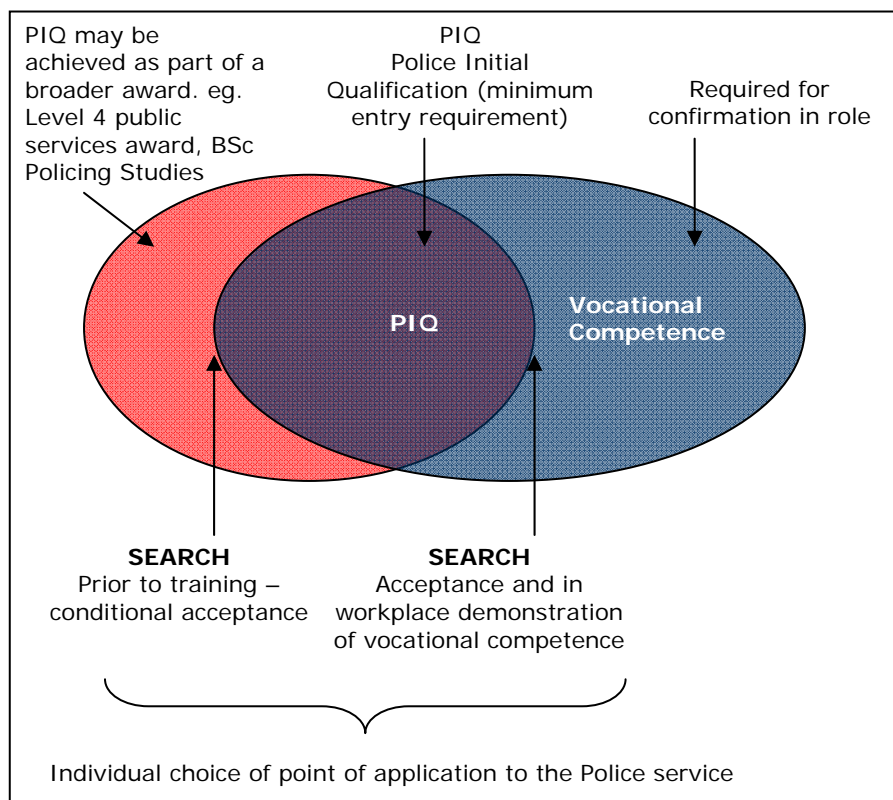
Consultation respondent, Assistant Chief Constable

There will be a substantial challenge to the higher and further education community and other providers (including in-house provision) as this programme is developed, to ensure that the method of achieving this qualification is as practical and pragmatic as possible. Moreover, potential providers will need to think very carefully and be encouraged by the Professional Body to offer a more employer led approach to learning to include scheduling of courses and assessment approaches. The professional body will also represent the needs of the individual and as such be the guardian of the PIQ thus ensuring the relevance and duration of the learning. Higher and Further education is keen to work with the profession so as to meet the expectations set by the Professional Body on behalf of the Police Service.

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I recognised that there should be a number of ways in which the qualification can be achieved and that this variation should be encouraged within the framework of a simple model. However, the overall approach to the balance between national standards and local implementation in the new world set out in 'Policing the 21st Century' is one of national frameworks and local flexibility. I foresee that forces will need to choose carefully between the different models, with the ultimate requirement that, prior to attestation as a constable; all members of a police force who reach that point will need to have achieved the police initial qualification. I have set out below three models of qualification which illustrate the main combination of routes that we recognised should be available for forces to choose from.

Fig 5: Models of Qualification for Police Initial Qualification



The Professional Body will have the responsibility on behalf of the Police service to establish and maintain the standards for both PIQ and vocational competence with the PIQ being the minimum qualification on entry to the service. Vocational competence can be demonstrated either before or after entry to the service (see Fig 5). The requirement for confirmation in role is the blue oval above. The red oval

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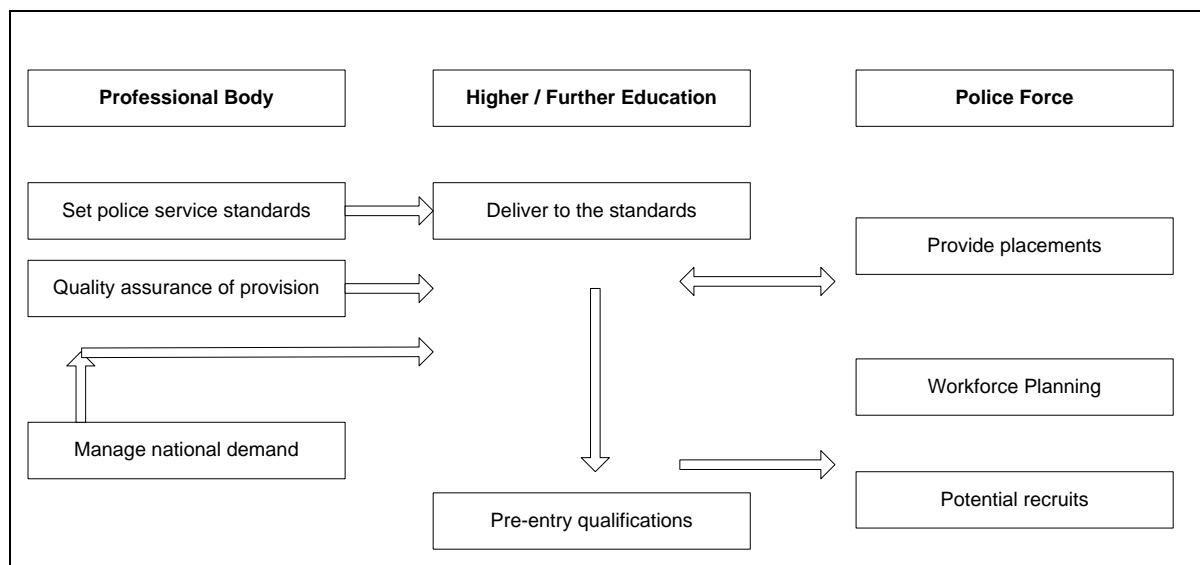
recognises that the PIQ may be achieved as part of a broader programme of learning / assessment. This model therefore enables two possible points of recruitment.

1. **Before commencing the PIQ:** Providing reassurance that the personal investment in training will lead to employment.
 - Forces that embark on the supplied numbers route (i.e there is an agreement that 'x' number of recruits are needed in agreement with a preferred provider) are encouraged to use this as a process to identify candidates for scholarships and bursaries.
 - SEARCH® should be a single process for the roles of Constable, PCSO and Special Constable. As a result any candidate taking an academic programme which requires workplace development in the role of Special Constable will need to pass SEARCH® prior to taking these responsibilities.
2. **Post PIQ and prior to vocational experience** – this route is aimed at those who have achieved PIQ as either a stand-alone programme or as integral to another academic award. In Further Education this may be as part of a level 4 award aimed at those embarking on a public service career; in Higher Education this may be for those who have achieved PIQ as part of an undergraduate degree in Policing Studies.

For the experienced entrant there remains a requirement to achieve the PIQ. The Professional Body and approved providers can provide cost effective incremental routes to achieving this. In these cases much of the vocational competence will have already been demonstrated and therefore only additional elements will need assessing. This will provide a more flexible route of entry for those with prior experience and enable further efficiencies in training. Fig. 6 below outlines the relationships of the different elements and how they interact.

Fig 6: Relationship of Professional Body, PIQ Provider and Force Recruitment route

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The PIQ will be provided by approved suppliers (mainly Higher and Further Education). Approved suppliers will have the option to also provide the framework for assessment of vocational competence. Forces therefore will be able to both secure places from approved providers to supply appropriate recruits (Commissioned numbers) or accept recruits who have independently achieved the PIQ (Open Market).

For those with previous experience in a relevant policing role (e.g. Special Constables, PCSO and those in Contact Management Roles) there will also be a requirement to achieve the PIQ at point of attestation and employment as a fully attested Police Officer; however the vocational competence to be demonstrated would be restricted only to those additional duties expected in the role of Constable.

Implementation of a pre-qualification model nationally will enhance the benefits already recognised by:

- Offering a clear entry to the profession, articulating the transition to and requirements of a professional practice;
- providing the opportunity through the special constabulary as a route to qualification for independent patrol, hence providing a substantial increase in

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the visible presence on the streets whilst the potential recruits are qualifying, and a reinforce the community volunteerism that lies behind the Special Constabulary; and

- A substantially more efficient use of the resources involved in training (both officer and trainer salaries and training estate). I propose that a full cost benefit overview is conducted in order to realise the full financial benefits.

The service needs to become confident in the learning achieved prior to entry and avoid any temptation to re-train in areas covered as part of pre-entry training. The focus should be on encouraging the individual to embark on a professional career in which there is personal responsibility and organisational expectations for them to regularly and consistently demonstrate competence in their role; seeking and engaging in additional professional development activity as required. Initial training will thus be reduced to include only:

- **Induction** – short corporate induction programme on entry; and
- **Skills Development** – development of specific skills which cannot take place prior to entry – e.g. the use of IT systems, personal safety training and Police Driving.

In cases where new recruits have previously engaged in placement opportunities as a Special Constable, the skills development phase and period of demonstrating occupational competence will also be reduced accordingly.

It should be the responsibility of the Police service to ensure that the mentoring and supervision of new recruits is provided by officers who themselves have demonstrated excellence in their practice; these are to be our champions. This requires the implementation of new approaches which encourage those with experience and high potential to take these crucial leadership roles. It is recommended that the professional body describes the minimum expectation of mentors and that Chief Officers recognise the importance of this role. It is proposed that the mentoring of new recruits becomes an expected role of all those working towards promotion in a line management / team leader role. For those areas of

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training delivered by forces it remains a requirement to ensure that our trainers are appropriately trained for their role and that training roles are seen as an opportunity to demonstrate leadership competence.

If the service is to be reliant on the confirmation of officers in roles based on demonstrated occupational competence to national standards, assessment of competence needs to be robust. In being a robust process there needs to also be efficiency in the approach. The Professional Body will work with providers and awarding authorities as a champion for both Policing standards and efficiency in assessment processes.

Towards a Professional Development Model

We see the pre-qualification approach as part of the wider reform of the professional development approach. The approach proposed includes both professionalising the route in to policing and the professionalism of those within policing. The police service needs to recognise that progression through a professional framework should not be measured only in terms of rank, but rather acknowledge that the needs of the service must reflect the needs of rank, specialism and expertise. Police staff need to be recognised in the same way. This professionalism includes many criteria; particularly those relating to demonstrating a high standard of professional ethics, behaviour and work activities.

The model recognises that officers in the contemporary police force are required to make clear career choices and develop professional skills and areas of expertise, through which the professional body will develop on behalf of the Police Service a strategic and consistent approach to skills development and assessment of competence across all elements of Policing roles.

There are four types of police training - operational, specialist, command and leadership and I have set their professional development below:

Fig 7 : Model of professional development and four key elements

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Initial Training			
Introduction to all areas of policing			
Operational	Specialist	Command	Leadership
General Policing Duty: <ul style="list-style-type: none"> • Roads Policing • Driving • Personal Safety • Custody • Contact Management • Neighbourhood Policing • Crime Prevention • CCTV • First Aid • Citizen Focus policing • Search • Public Order 	Covert Witness protection CBRN Financial Investigators Hi Tech Crime Specialist Search Emergency Procedures Specialist Investigators Counter Terrorism Firearms and Protection	Bronze Command Silver Command Gold Command Public Order Command Firearms Command Major Incident Command) Senior Investigators	Leading Others Leading the Team Leading Local Policing Strategic Leadership
Investigative Skills			
Intelligence			
Public Protection			
Forensics			
Professional Standards			
Police ICT			

Recommendation 5: I recommend the creation of an overall professional development approach which adopts the four core elements of police training: Operational, Specialist, Command and Leadership.

The approach I recommend combines vertical development from front line officer, to manager, to senior manager, to strategic manager, with lateral development from generalist, to specialist to advanced specialist and expert. That approach can be applied to a range of specific specialisms within the profession, ranging from neighbourhood policing, response and roads policing to crime investigation, public order and firearms. In each case it will be open to develop those skills both laterally and vertically. For example a senior investigating officer will require professional development qualifications in senior management whilst at the same time a level of

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high expertise as a crime investigator. The model has the benefit of emphasising both the vertical development up through the management layers of the organisation and the lateral development of specialism. Whilst that has been implicit in the approach we have taken over the last decade, we have never explicitly spelt out a single model for professional development in the service. Critically this model is not about time served, but about skills acquired, sustained and developed. The model can be applied equally to the development of managers and leaders as to the development of specialist skills in the organisation and therefore to both police officers and police staff.

This model describes how the pre-qualification approach feeds into a structured route to training and development through career. The diagram below illustrates how the professional development in role will influence the level of professional membership. Expertise in a specialist area, alongside strategic leadership, will be recognised as critical elements of professional development and can be developed through stages:

Generalist – those new to policing and still learning. This will include student officers, PCSOs and Special Constables.

Specialist – those who are demonstrating a basic level of competence on a regular basis as all or part of their role. This is likely to be at Police Constable rank.

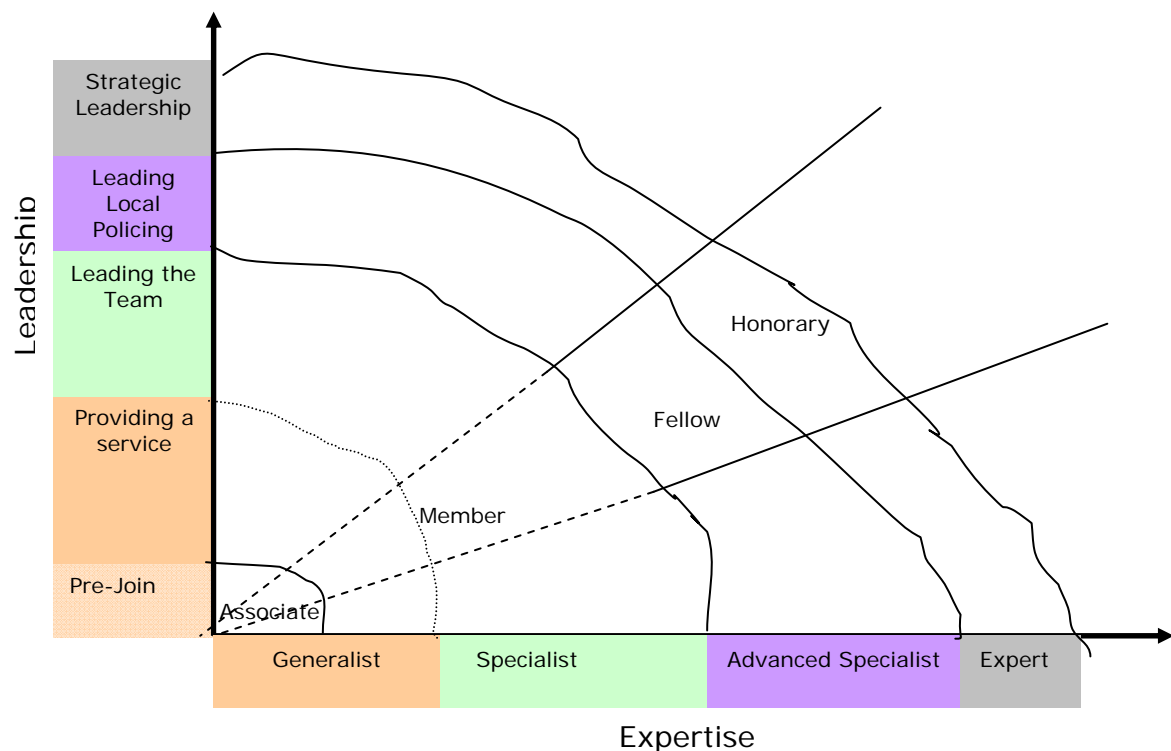
Advanced Specialist – will be experienced in their particular field of expertise and be able to demonstrate continuing professional development in this area. These people are likely to have responsibility to lead teams and are likely to be in the rank of Sergeant or Inspector

Expert – this group represents those who are leaders in the field of expertise. They will be those with a public and professional reputation, and likely to be those whose advice will be sought and whose skills and judgement is trusted at the highest level. Development to expert status will not be founded on an academic qualification, but on demonstrated behaviours at this level.

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The responsibility for defining the requirements of designation within each of these levels of expertise will sit with the Professional Body with support from the specialist groups.

Fig 8 : Through Career development model linked to (suggested) Professional Body membership level



Opportunities to reconnect professional development with promotion

Within the context of finding efficiencies and effectiveness in a changing culture of learning and leadership, there is opportunity to consider further the alignment of the approach to professional development and progression through the leadership roles.

A common assessment and accreditation framework will allow a new landscape for promotion based on the accreditation of expertise and lateral development as is the case with other professions, for example, nursing and teaching.

The new approach to progression from pre-join through initial and operational training supported by national standards set by a professional body needs to be

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implemented as a tool to enable progression through rank and role. On the basis of this, it is recommended that suitability for promotion to the rank of Sergeant and Inspector is enhanced by a requirement to achieve a recognised professional qualification. This should be delivered and assessed to national standards as defined by the Professional body for Policing.

The opportunities afforded by the proposed revised approach are therefore:

- A progressive approach to professional development linked to career progression.
- It creates the opportunity to develop people at a pace which suits both the individual's circumstance and force opportunities for progression;
- A cost effective approach which prevents multiple assessment of competence; and
- Aligns the approach to that of initial training and development in operational roles.

To achieve these benefits a re-examination of the current regulatory framework for Police progression is required. Consideration of the stage at which officers are able to take the responsibilities of the higher rank and how the opportunities for 'acting up' are managed is needed.

Through a framework of professional qualifications sitting on a professional development framework, there is opportunity for forces and individuals to engage with approved providers of training against the national curriculum. In the context of leadership this is most likely to be Higher Education Providers. The assessment units required for progression can therefore be achieved in a range of contexts. Officers need to be able to transfer credit achieved between awards.

Talent Management – Opportunities for accelerated progression.

Talent management includes recruitment, induction, goal-setting, performance management, assessment, learning, career planning and succession planning processes. To effectively manage talent within the service the organisation needs to

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become more strategic in the way in which it selects, trains, develops, retains and rewards individuals.

The High Potential Development Scheme (HPDS) selects and develops a cohort of high achievers with potential to progress to seniority within the service. This scheme is underpinned by a professional leadership qualification and the provision of enhanced development opportunities.

Fig 9: The current national talent management strategy



The police service already has comprehensive strategies which support workforce planning. These HR processes need to work closely with learning and development to ensure there is an effective strategy to enable progression at a pace which suits both individual and organisational needs.

As the consultation survey highlighted, there remains significant frustration with the current talent management approach. Whilst respondents recognised the value of the High Potential Development Scheme (HPDS), there was a sense that there was an overreliance on this as a talent management tool, sometimes to the detriment of other forms of talent development:

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'At this time talent management is very subjective. A more structured approach would make for a fairer assessment.'

Consultation respondent, Constable

'As an HPDS officer I feel the support has been there, I wonder how I would answer if I was not on HPDS? I think talent management is the way forward but a more corporate approach across the board needs to be developed. PNAC and SCC are good but they need reviewing, for example currently it is beneficial to show you have worked a couple of forces or been a BCU Commander, we need to address this criteria in the future, with BCUs diminishing and less opportunity to transfer that's why building secondment opportunities with forces is a way forward!'

Consultation respondent, Chief Inspector

As the comment from the Chief Inspector above highlights, I think that the police service is over reliant on HPDS as the key tool for recognising and rewarding talent; the culture needs to shift to encourage individuals to want to develop as professionals. Managers should be encouraged to be 'talent facilitators' who recognise and encourage individuals to develop. Placement opportunities both within and external to the force should be encouraged as a way of developing individuals with potential. Experience from these placements, through application of the professional framework, can be used to support demonstration of competence against criteria for progression. Leadership from the top of the organisation is key to changing the culture of the organisation.

An on-going NPIA evaluation of promotion processes for ranks to sergeant and inspector reveals that a significant proportion of current and recent candidates are dissatisfied with the promotion route in their force (50% of respondents involved with the trial 'work-based assessment route' and 40% of respondents involved in the OSPRE process.) When asked how they would like to be assessed for promotion, 46% of all respondents would choose work-based assessment alone, without additional national police assessment centre testing or requirements for professional qualification. A combination of professional qualification and work based assessment was the second most preferred stated method.

'In terms of promotion to Sergeant from Constable, the current system is not fit for purpose, with the OSPRE pt.2 exam completely detached from reality and not an effective method of identifying any ability to manage in the real world.'

Consultation respondent, Constable

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“Work-based assessment is onerous and time consuming but at least it is relevant to the rank which the previous workstations examination was not”

Consultation respondent, rank unknown

The current promotion process has been in a process of flux and change for over a decade. After reform of the examination system in the 1990's to introduce competency based assessment through role play scenarios (OSPRE® Part 2 (Objective Structured Performance Related Examination)), a trial to replace this with a more workplace based assessment has been rumbling on far too long. Both models (OSPRE® and work based assessment) have deficits; both fail to integrate a qualification in management with the law and behavioural elements; OSPRE Part 2 is very carefully assessed but not linked to workplace performance; work based assessment has provided a much clearer link to the workplace but has struggled to overcome confidence in the assessment process, mainly this is due to a lack of understanding; work based assessment is a tool to confirm competence and as such should not be used as the sole tool for selection for progression.

I do acknowledge that both have some strength. OSPRE 1 is a relatively efficient examination process conducted to very high standards; and work based assessment provides a workplace link and peer assessment process which an ongoing evaluation suggests is a valued part of the process by candidates. However, without the link to management skills and standing on their own neither are the right way forward. In contrast, the Scottish Police Service has chosen to move away from the England and Wales approach and have developed an integrated and accredited management qualification.

Recommendation 6: I recommend a new management qualification in policing to qualify for promotion to a first line manager, which incorporates a national qualification incorporating an assessment of management understanding, legal knowledge and what works in policing.

I have carefully explored whether it is still necessary to have two separate qualifications at Sergeant and Inspector and I am unconvinced that this remains necessary. Most of those consulted saw the Inspector's examination more as a

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means of triaging potential candidates for promotion than a genuinely vital additional qualification. Instead, I propose that the Professional Body should set out the development pathways for Sergeants to build their skills towards the wider frontline and middle management roles that are required at Inspector. There will also need to be clear national guidance about the recommended process to select from the pool of Sergeants who have met the continuing development requirements for middle management and performance contribution necessary to be considered eligible for Inspector.

Once the management qualification, as specified and agreed by the professional body, has been obtained, the process to select from the pool of qualified applicants should be the responsibility of the individual forces working within a framework recommended by the professional body. There will need to be transitional arrangements from the current qualification process but it seems clear from the review that the parallel process of OSPRE I and II with a work based assessment pilot should be phased out. It is an extraordinarily expensive process running two parallel systems across the service and supporting those from the centre.

Furthermore, I believe the primary responsibility for obtaining the qualification should remain with the individual aspiring to promotion rather than the organisation. To some extent this mirrors the current position where aspirant Sergeants and Inspectors are required to study for the Sergeant/Inspectors examination in their own time with some level of support from the force. Following our approach of encouraging a model of partnership with FE and HE we would expect that forces would engage with preferred partners to make the programme for qualification as widely and readily available as possible and as flexible as possible to meet the needs of officers with a range of personal circumstances. We would expect that there would be a thoughtful application of positive action to encourage under represented groups, particularly women and ethnic minorities, to come forward and be supported through the process. I will move to deal with the development of senior managers in the next chapter, but before concluding this chapter I need to deal with the issue of continuous professional development, which is critical to the professional development model that this review proposes.

Continuous Professional Development

Currently roles within the service are described through role profiles linked to a Personal Development Review (PDR). It is however timely to consider this again in the context of the role of the professional body which will have responsibility for defining the training and assessment standards required by those in specific roles. There is already a duplication of effort in developing and maintaining standards for both the training need and competency framework. One such example can be seen in the current role of Skills for Justice which has responsibility for the whole Criminal Justice Sector. By taking such an overarching view this can lead to a dilution of police specific requirements and creates an overlap with work done currently by NPIA. A policing professional body, with oversight of accreditation and commissioning, would allow the police service to preserve its unique requirements within the reassurance of the governance of its professional body.

Recording Professional Development

We also need to address the recording of professional development. Over the past decade there has been significant focus on ensuring that all members of the service are supported by an effective PDR which is based on the Integrated Competency Framework (ICF). This framework, developed and maintained by Skills for Justice, has been subject to criticism of its complexity and has therefore undergone recent review.

The rapid evidence assessment of research literature on Performance Development Review processes found that the use of this kind of complex multi-competency frameworks within PDRs may not provide any more information than simpler formats, for example one research study of a police force found that individuals tend to score similarly across competency domains. A number of studies have also found that many employees have strongly negative reactions to elaborate PDR processes. They are perceived to be excessively bureaucratic and time-consuming. The consequences that can arise from this are excessive demands on staff time, unreliable assessments and disengagement with the PDR process as a whole.

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This review recognises that professionals need to be supported by review and formalisation of feedback and professional support, but at the same time acknowledge the importance of collaborative continuous professional development through which supervisors are trained and confident to review performance and enable development. From the consultation conducted as part of this review it is clear that the peer feedback is to be recognised and encouraged. In this way the current PDR process needs to be streamlined to become an effective and proportionate process which assesses the individual's performance against key objectives, significant activities and development needs.

Recommendation 7: I recommend, therefore, a simplified, streamlined PDR system based on the contribution of the individual to policing outcomes and their qualification and continuous professional development.

Linking specialist development to Professional Registration

Given the nature of the policing role there are some areas of professional practice where, for reasons of safety and public reassurance, there is a need to more formally ensure ongoing demonstration of competence. For example within firearms there is a requirement for all officers to maintain their skills and demonstrate competence through retraining and assessment of key elements of the role. For an area of high risk such as this, these assessments are subject to national scrutiny and recording through a process of professional registration. Similar records are held for, amongst others, Financial Investigators and Licensed Search Officers.

The professional body provides the opportunity to take a holistic and strategic approach to professional registration which is based on need. The infrastructure for administering these registers would sit comfortably within the scope of the professional body and in time this could provide some financial efficiency. Peer assessment is an integral element of these processes.

It is important to note the differential between being a licensed or register practitioner and the proposed levels of membership of the professional body. There is no natural

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correlation and this would be a discreet process focused only on those roles which have specific requirements for licensing or registration.

Chapter Five: Senior and Strategic Leadership Development

In this chapter I want to take the approaches I have outlined in chapter four further to look at the next stages of career and leadership development. As per the ToR, particularly points three to five, here I will look at the NPIA's current Leadership Strategy and how this can be taken forward, particularly in developing a Senior Management in Policing (SMIP) qualification. I see this as an important step in creating a new approach to take police officers and staff through the senior leadership development process currently embodied in the Police National Assessment Centre (PNAC) and Senior Command Centre (SCC). I will then discuss the need for an executive search process which I propose should be overseen through the professional body. Finally, I will talk about the importance of linking UK policing experience to international policing, and how this can be consolidated through the increased profile for the International Academy currently based at Bramshill.

It is important to note here that, unlike the previous chapters which had a clear focus point, the establishment of a Professional Body for policing (chapter three) and the PIQ and professional development path (chapter four), this chapter on senior and strategic leadership deals with a subject area with a wide ranging, and sometimes conflicting research base; and one that has little directed research on senior and strategic leadership in the police service; something which became very clear in the systematic reviews of leadership (as discussed in chapter two) Therefore, I present a caveat of sorts; whilst there will be clear recommendations set forth, this chapter will be as much concerned with guiding and building current approaches (as embodied in the NPIA's Leadership Strategy) as it will be about taking senior and strategic leadership forward in the new policing landscape.

Overview of the current senior and strategic leadership development approach

A recent review of leadership development for the Centre for Creative Leadership identified that leadership in the future 'will be understood as the collective capacity of

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all members of an organisation to accomplish such critical tasks as setting direction, creating alignment and gaining commitment'. The study goes on to remark that in future, for leadership development, 'the challenge is not simply to develop individuals but to develop the leadership capacity of a whole organisation' This presents a completely different challenge from the leadership development approach of the past in which the focus was on the individual development of a number of leaders. In particular, the focus has to move beyond simply hiring and developing individuals at a generic level to developing an organisational culture of leadership and an approach to leadership that emphasises the kinds of behaviours and approaches desired in leaders and the way in which the organisation wishes to translate leadership into performance on the ground.

A systematic literature review on best practices in developing and assessing leadership development strategies and programmes identified six factors found to be important: a thorough needs assessment, selection of suitable candidates, appropriate infrastructure to support the initiative, the design and implementation of an entire learning system, an evaluation system, and corresponding actions to reward success and improve on deficiencies. In order to embed leadership development into corporate culture, this research suggests that 'best practice' is to align leadership development with appropriate systems such as performance management, 360 degree feedback and incorporate it into daily responsibilities. Examples of how this has been achieved in 'best practice' organisations include line managers being fully engaged with identifying and developing high potential employees and senior management involved with teaching course material.⁴⁷

The Centre for Creative Leadership study has resonance for this review. The police service in England and Wales has had a long tradition of focussing on the development of individual leaders through classroom-based programmes, an approach that persists to this day. A number of the submissions to the review and a number of the comments in the events that we have run have emphasised to us that this classroom based approach is not only expensive but out of kilter with the challenges of leadership development now and in the future. We noted that a blended model - which encompasses 70% work based learning, 20% through coaching and 10% classroom based (Price Waterhouse Cooper) – is more typical in

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other sectors and in particular the private sector and has a significant potential impact on the cost from a classroom based approach. Whilst there are some aspects of police training that may present unique challenges, particularly those elements to do with training for command, policing is not so unique that we can afford to ignore developing good practice from elsewhere.

“I’m not the sort of person that tends to find classroom learning that effective...I do think that on-the-job opportunities create the best learning”

Interviewee – Strategic Command Course delegate 2010

“So I think it’s easy to say, I need to develop myself, I need to go on a course, and I think sometimes the better way to achieve it is by going and working in another organisation, another force, or putting yourself in the lion’s den”

Interviewee – Strategic Command Course delegate 2010

Historical approaches to Senior Leadership Development

The Home Office report ‘*Getting the best leaders to take on the most demanding challenges*’ published in 2001 was a major re-examination of the development of senior police leadership under the previous government. There were many important issues raised by the report and some key recommendations including the development of the National Senior Careers Advisory Service (NSCAS) and an increase in the importance attached to developing senior leaders that resulted from the report. However, the most destructive aspect of the report for senior police leaders was the tinkering with the structure of national leadership programmes, including government interference in the number of weeks that the SCC could run for. The previous course, prior to 2001, had run for six months. The revamped course was required to run for no more than seven weeks. What resulted was debate regarding the loss of the 8th week of the course, and whether the seven week limit allowed the proper investment in command training. There is no doubt from personal observation that the debate and the subsequent Home Office intervention in the programmes being run by the then national body, Centrex, had a very negative impact on the level of ownership by senior leaders on the leadership development programmes. There was a significant and regrettable disinvestment by senior leaders for quite a number of years in playing their part in the development of senior

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programmes and assisting in the delivery. That lesson from the past should never be repeated. There is a huge onus on any profession to drive and invest in the development of its leadership. They should be accountable for doing so and they should be challenged where clearly agreed outcomes are not being achieved. But a reform of police leadership cannot be affected by external bureaucratic and political intervention in the details.

Critically, the 'Getting the Best Leaders' report failed to address the issues of the leadership model. The result was the separate development of command programmes, senior leadership programmes, the national senior careers advisory service and local force leadership approaches. The disinvestment in the central approach accelerated uncoordinated local investment in force leadership strategies. The NPIA has sought, over the last three years, to bring the different strands together, to use the agreed leadership strategy to provide a framework to integrate, has worked hard to reform the integrated competency framework and a radically revised version of the integrated competency framework which was due for completion in December 2010. While progress has been made, it would be fair to say that there is still much further to go. As we have emphasised time and again, the current approaches to developing first line managers, senior managers and strategic managers are not integrated, even with the fast track high potential scheme there are awkward gaps and in particular between the progression from middle management to senior management.

At senior management level the approach is complicated and it seems that each additional step in the development path has been added over the past decade without standing back and having a look at the total impact on those seeking to navigate their way through it and without an overall understanding of the leadership model which it is seeking to deliver against. Ten years ago the system at least had the merits of relative simplicity. There was an assessment centre, 'extended interview', for senior managers whose Chief Constables felt that they were qualified, and then a degree of flexibility as to whether successful candidates attended the senior command course immediately or whether they were deferred to offer an opportunity for additional development before attending the course. Successful attendance on the course qualified the candidates to be able to apply for senior

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posts. Where this approach fell down was the consistency of judgement by Chief Officers, its ability to meet the equality outcomes the service needed to meet and the lack of post appointment development for those who were appointed as chief officers.

There have also been a number of attempts to get a chief police officer development programme off the ground. The provision, by Centrex, of themed one day conferences focussed on specific issues of national importance, were widely seen as quite effective depending on the issue and the timeliness. Overall, the provision of advice and development post Strategic Command Course could best have been described as haphazard and at worst hopeless. A range of players operated in the field, loosely co-ordinated by the HMIC, but there was no effective co-ordination of the types of programmes and offerings that could most effectively match to individual needs. The result of which is that it is doubtful whether the right programmes were matched to the right people or indeed the right mixture of coaching, learning and classroom-based programmes was provided. Over the last five years NSCAS, (launched in January 2006 by the Home Office and subsequently transferred to the NPIA) has provided a support to those going through the transition from senior management to strategic management. A recent independent evaluation of NSCAS found evidence that it is a highly valued resource. Clients were asked how useful it had proved to their personal and professional development. Overall, 90% of those that responded to the survey thought it had been helpful, either very useful (43%); invaluable (26%) or fairly helpful (21%).⁴⁸ But, with the pressure on resources, NSCAS is being required to progressively focus its efforts on a tighter, smaller group. NSCAS has made important attempts to identify cohorts of women and ethnic minority candidates to support through the process, and although the numbers of candidates was small, it has met with some degree of success. However, overall the revamped process now has far more assessment 'hoops'. These range from a pre-assessment for NSCAS (recently dropped) to an extensive pre-application process which asks Chief Officers to judge the readiness of candidates for strategic command, the Police National Assessment Centre (PNAC) and the Strategic Command Course (SCC) process followed by a "milk round" of Chief Officer adverts and selection processes during which a candidate may be distracted by the process and 'disengaged' from a substantial and recognised role in the workplace for many months. Even so, there is still not a clearly understandable process, underpinned with

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qualifications, that supports the development of potential Chief Officers from middle management through senior management into and beyond strategic management.

The way in which the development of senior leadership has evolved over the last ten years or so seems to be a perfect illustration of why building on the current leadership strategy for policing is both necessary and, in some elements, overdue.

The current Leadership Strategy

The police service has made a substantial investment in a revised leadership strategy developed by the NPIA for the service to the commission of ACPO, the Association of Police Authorities (APA) and the Home Office. The Leadership Strategy was endorsed by the National Policing Board (NPB) three years ago and it represented important first step towards a different approach, emphasising as it does the need for leadership development, to focus on three aspects of leadership:

1. Professional (and in particular the professional skills of command and leadership of police resources),
2. Personal skills i.e. the executive skills needed for leaders to influence and shape the way in which they act in accordance with the values of an organisation
3. Business skills to run the organisation in a cost effective and efficient way.

Substantial progress has been made in applying that leadership strategy to the most senior courses. This includes the Strategic Command Course (SCC), and the Independent Commanders Programme (ICP) which, since September 2010, has been renamed the 'Leading Powerful Partnership Programme' following feedback from multi agency delegates and the range of programmes that make up the senior leadership programme. The National College of Police Leadership and the executive coaching support provided by the National Senior Careers Advisory Service (NSCAS) has also been integrated into that approach and the High Potential Development Scheme (HPDS) has been revamped and re launched in partnership with the University of Warwick. There has been a substantial reengagement of senior leaders in the design and commission and the delivery of these programmes.

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'My NSCAS coach has been brilliant because they've sat me down and for the first time in my career...said, what are you good at? What do you need development at? What courses have you had?...What's your ultimate aim? Nobody previously had sat down and done that with me so that coaching... has been really important.'

Interviewee – Strategic Command Course delegate 2010

However, it would still be fair to say that despite the leadership strategy the overall national approach to leadership has still not moved beyond the fundamental classroom based model. There has also been a move to mandate the qualifications for senior management and ensure that the core of the senior leadership programme is delivered to all senior managers, with a stronger emphasis on business skills. But the evidence that we have reviewed, the literature around leadership, the responses to our consultation events and some of the evidence submissions that we have received have laid great stress on the fact that a strategy on its own is not sufficient to provide an effective template for leadership development.

"Throughout my career I'd never ever imagined that I would ever reach the executive level of the Police Service, and it wasn't until I was a superintendent that for the first time a member of ACPO actually took me to one side and said, you can do this, and I'm prepared to help you. Now, that's too late, in my view, because I think a lot of officers would need that identification and support at a much earlier stage of their careers.... If somebody had taken me aside at a much earlier stage of my career and said, look, I think you've got potential, and I'm prepared to help and direct you, mentor you, and open up other opportunities, I think that would have been so valuable and important...because until then you just feel you're ploughing your own little furrow."

Interviewee –Strategic Command Course delegate 2010

There needs to be real clarity about the vision of policing for the future, and across that there needs to be a clear leadership model, setting out the role of leaders and the requirements of leadership in a modern police force. Without such a model, the mandating of programmes and the design of the national leadership approach (even against the revised strategy) will remain problematic and, for many of those attending programmes, it will remain unclear as to exactly what role they are being trained for and developed to achieve. In addition it will be difficult to evaluate the success or

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indeed the “return on expectations” from what are expensive programmes when applied to senior leadership.

Fig 10: The NPIA’s current Leadership Strategy⁴⁹



The development of the leadership model is clearly a key role for the professional body for policing and not one that this review can entirely set out. However, a significant number of respondents to the review have wanted to see the review produce at least the template for how to take this issue forward. In the previous chapters of the report I have set out a model for professional development. That model describes leadership and professional development both in terms of progression through management and lateral development through advanced and specialist expert skills. The model was used to illustrate in the previous chapter the overall approach to professional development and the way in which that could be

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constructed so that each step in development built on rather than duplicated a previous step and similarly that members of the profession could clearly see a progressive development approach, starting with an initial police qualification and moving from that to expertise by building qualifications. A similar approach needs to apply to the development of effective leaders and managers.

Taking the Leadership Strategy forward

A. The importance of Ethics and Standards

Leadership runs across the entire organisation. There are leadership requirements that should be embedded in the police initial qualification and in particular the personal ethical approaches demanded by the organisation. Specific attention to ethics has been an under valued aspect of police leadership development within the UK until recently when a substantial body of work has been developed by the ACPO Ethics portfolio which is working with criminal justice practitioners and academics to take this work forward. As a number of events have emphasised to us, the importance of placing values and ethics at the heart of any leadership model in policing is paramount. Our research on leadership has emphasised the critical importance of role modelling behaviours and integrity amongst managers and leaders in defining standards from frontline staff. For example, a Dutch study involving a survey of over 2,000 police officers found evidence suggesting police leaders can discourage integrity violations by displaying exemplary behaviour and by openly discussing values and dilemmas. They must also be strict in deterring violations such as fraud, corruption and abuse of resources.⁵⁰ We could also emphasise from the literature on legitimacy the importance of the public facing leadership of frontline officers in role modelling standards and behaviours as a key aspect of securing legitimacy of the service in the eyes of the public. The same Centre for Creative Leadership study referred to above also emphasises the growing importance of integrity and values within leadership in the future. That issue was central to a recent study of the role of Chief Executives at Harvard, in which the key distinctions of effective Chief Executive Leadership related to the personal qualities and personal values of the leader, not their ability to lead through formal functions and formal role. Hence, any leadership model for policing needs to start with and work forward from

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the values and ethics, which in itself will be a key concern of any professional body in policing.

There are, then, three strands of leadership, two of which are unique in the way that they play out in policing (Command and Accountability), and one more generic to the public sector (Business Skills), which seemed to us to be critical to the development of the leadership model in policing:

Command. Command is important in policing at every level. Front line police constables regularly need to command the scenes of incidents just as Chief Officers need to be able to exercise gold command in the most complex and critical of major events. Our work on the current approach to operational command across the police service⁶ indicates that whilst there is some very effective command training, the current approach is not graduated, contains substantial duplication and there has been substantial progress in bringing together the command approaches across different disciplines. It is still the case that those common operational command standards and a common operational command approach would have substantial benefits to a better value and more effective professional approach. Command should be a key aspect of the qualification at each level from manager to senior manager and strategic manager and provided and presented in a clear and consistent manner that really enforces the command models used in operations.

Accountability. Despite the obvious importance of accountability at every level in policing from police constable to their neighbourhood group, to strategic management and now with the introduction of Police and Crime Commissioners, there is no coherent approach or clear doctrine of accountability from front line officer to strategic command. There has been an increasing commitment to providing training on the SCC in respect of the relationship between Chief Officers and the current police authorities, but it seems to us that a much broader understanding of accountability in all its various guises from democratic to legal accountability is a crucial strand of leadership and indeed one of the principles we set out at the front of this paper.

⁶ For the full study, please see Appendix 10

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Business Skills. For obvious reasons given the financial climate, the issue of level of competence in the skills to run the business ranging from financial to people skills and the broader skills to manage resources have risen right up the professional and political agenda. There has been an increasing attention to business skills in senior programmes, but it can not be the most effective approach developing business skills to be training senior managers (who have in many cases 20 years or more police service) when many of them will have been managers for more than a decade before that in first line and middle management. A lack of such investments in business skills at first line manager creates a gulf of understanding in many cases between first line managers and senior managers, who are perceived as moving out of policing and into business management. In reality, the effective management of the business of policing is the responsibility of all managers and needs to be a collective effort of all within the police service and one that is threaded throughout professional responsibility . One of the key values that needs to run across the service is the effective stewardship of the public investment in policing. For this to be effectively done, every role within management in the police service, every leader, needs to have a clear understanding of where they fit and what the expectation of their role is. In the words of one of the submissions to us from PWC; ‘role descriptions are unclear, if they exist, accountabilities are in places vague, driven by too many layers and too short supervisory spans’.

‘I think it is crucial that officers in the future develop skills in VFM, Strategic and critical thinking, people management and look for opportunities to develop.’

Consultation respondent, Chief Inspector

B. Senior Talent Management

Too often in the discussions that we have had with leaders across the service from a range of different roles and ranks it has been quite apparent that the requirements of each leadership role are unclear and that in itself appears to contribute to the sense that through career talent management of the service is not succeeding. The level of confidence in talent management expressed in the survey of staff and wider

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consultation is low, with only 20% of respondents agreeing that the police service has an effective approach. It seems to us to indicate a lack of system and a lack of understanding of the need for an effective integrated approach to talent management. At the moment the talent management approach is far too narrowly focussed on a small number of high potential and senior management roles. Nor does it necessarily allow the 'talent' it selects to actually progress in the manner it should.

'It is strongly felt that the HPDS is not delivering on its promises. Bar a post-graduate diploma of dubious use, it does not provide the freedom, opportunity, and responsibility that it promises and nor does it remove participants from the small mindedness of local talent management.'

HPDS participant, December 2010

Crucially, talent management needs to be seen as encompassing succession planning, reward performance management, promotion systems and the whole development of talent and capability across the organisation. Talent management in itself needs to become a critical function of all leaders which implies that all need an understanding of how talent management can be used to maximum benefit of the organisation and that it is not just the province of a few HR specialists.

Building on the strands of the leadership model that we have begun to set out above, ethics, command, accountability and business skills, we see then that these strands need to be linked and layered against the key roles that we have identified from front line officer to manager to senior manager and strategic manager with a clarity of how competencies are built and developed at each level. This needs to be linked to a clear qualification framework, which we have begun to articulate in the previous chapter.

In line with the recommendation for a revised qualification for first line manager, there needs to be a qualification level status to achieve senior leadership status. This would replace the current approach at this level which is based around a loosely mandated set of programmes under the banner of the 'Senior Leadership Programme', which are currently delivered by NPIA with grant funding through the NPIA's budget. The

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new approach, the SMIP, does not, with the exception of the command element, need to be provided by either national or force training, but should be commissioned from HE and other providers who would be accredited by the Professional Body as capable of meeting the required qualification framework. I would encourage a new partnership approach with the providers which would move the police service closer to models in medicine, where, as John Bennington, Professor of Public Management and Policy at the Institute of Governance and Public Management, University of Warwick, has said “students are taught in the morning by a university based professor (who may also be a hospital based consultant (or in this case a member of the Police Professional Body) and then in the afternoon be at the hospital [or police station] doing a ward round with the consultant” The concept of linking learning and evidence to practice is central to the professional model that underpins this review.

Recommendation 8: There should be a clear qualification requirement for senior management (Senior Management in Policing qualification (SMIP) This should lie at level seven or master’s level, and incorporate command as well as business skills and the evidence around effective policing

Achieving this new qualification would be a critical step to senior management, a required pre-qualification for Superintendent level and potentially for fellowship of the professional body. As with the approach set out for the other qualifications, I see a practical as well as academic approach to achieving this, with a mixture of knowledge and skills development tested both by academic and peer assessment. At the senior management level, I would expect an increasing level of personal responsibility for learning. At the moment, for the first line manager and middle manager, there is a major expectation that the organisation will provide the management training and although that training may in some cases be accredited or linked to a higher education establishment, and in a small number of cases is provided by HE establishments, there is a lack of clarity on the contract between the individual and the organisation. I propose that the development of leaders in business skills and learning content, which is generic across the public and private sectors should be delivered by external providers and linked to generally recognised qualifications. Only where the police service needs to deliver specific skills such as command, or where

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the leadership development concerned is unique to the context of policing, should the delivery be provided by the service.

'I went to an Action Learning set which was cross-sector... it helped me realise...we were all wrestling with the same leadership issues and finite resources and HR difficulties...[it] became apparent policing is policing but actually leadership is leadership and we were able to help each other and learn from each other'

Interviewee – Strategic Command Course delegate 2010

C. A Cross- Sector Approach

A final element of the leadership model is the need to think across the public and private sector. At every level in policing, effective policing involves leading beyond authority and working with partners to accomplish joint aims. This engages a different set of skills in terms of influencing and negotiating and joint problem solving and it seems to us that this strand of leadership can only be developed by training and developing jointly with leaders from other sectors. There are many good examples of this, ranging from programmes run by Common Purpose and other organisations within local communities that bring together middle managers and senior leaders, to seek to solve common problems as part of a development approach, to national programmes such as the 'Leading Powerful Partnerships' programme, which has been developed as a cross-sectoral leadership programme. The cross-sectoral approach is critical in policing because it not only relates to the task of policing which is increasingly multi-agency, but it also helps to counter the potential insularity of the police role and support the development of a much more outward facing leadership approach in policing. This is not solely an issue for policing as the Warwick study of Public Sector leadership has identified in 'Whole Systems Go' and there are clearly benefits to all sectors from adopting a cross-sectoral approach as a key aspect of the leadership approach and the development model at all levels. The Warwick study emphasises that a cross sectoral approach is of most productive value when linked to development at High Potential or graduate entry, at middle management and at strategic leadership.

We do not underestimate the challenge of developing an overall leadership model for policing. It needs to be one that is sufficiently flexible and based on the principles of

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best practice to allow the 43 forces to tailor the approach to their local areas, whilst not losing the core principles of common practice and common approaches. It also needs to avoid the weighty and over bureaucratic process that was the integrated competency framework of the past. And it will also need to reflect some of the key leadership outcomes that the application of the model will need to achieve. Not just effective outcomes in terms of tackling crime, but also some tough expectations in terms of creating a more diverse workforce and driving up confidence in communities where confidence remains stubbornly low.

PNAC and SCC

In the research supporting this review, we identified the symbolic importance attached to two key elements of senior leadership development, the PNAC and the SCC. There is a very strong sense among senior leaders about the importance of preserving and developing these two elements. One reason for this is the perception over the last decade of interference in the development of senior leadership. There is a strong sense that ownership of the assessment process for strategic leadership and the strategic command course is a critical part for the profession at its most senior level of their personal investment in and ownership of the succession planning for the profession itself. Furthermore, there is no doubt that the robustness of the PNAC and the personal investment of chief officers in performing the role of assessor has been vastly improved in the last three years. Similarly, the SCC in contrast to ten years ago when the vast majority of directing staff were not senior police officers, is now wholly directed by a Chief Constable and a group of serving Assistant Chief Constables, supported by an academic staff. This approach models the good practice developed by the Royal College of Defence Studies at Shrivenham, where the best of current military leadership provide leadership development for the future leaders of the services and there is no doubting the passionate ownership and investment of senior police officers in PNAC and the SCC.

Looking objectively at the PNAC and comparing it to the research on effective selection assessment processes, PNAC meets a very high standard in assessment excellence through the way in which the process is constructed, the exercises are

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tested and the performance of candidates is monitored with care both for each annual exercise and longitudinally against the progression of years. The recent introduction of external assessors from the APA and the strong representation of non-service members in the assessment process, combined with the active involvement of observers in both viewing the process and providing feedback on it, seems to us to be a model of good practice. Whilst the majority of the respondents to our survey shared strong support for PNAC⁷, there was also a very strong view that the criteria – ‘ready for now’ – was wrong and that there should a much stronger focus on potential linked to an individual’s contribution with a more development centred approach. This much greater focus on the developmental nature of assessment links with the opportunity for the role of the directors of PNAC to provide national ownership of the senior talent management process for the future under the aegis of the professional body.

As we have begun to set out above, the current way in which the PNAC and the SCC are structured present a number of issues that we feel need to be addressed. These could be summarised as follows:

The ‘ready now’ test: There has been a vigorous debate over the last four years over the introduction of a set of assessment criteria for Chief Officers to assess candidates for their readiness to go forward for assessment for strategic command. A so called “ready now” test rules out the possibility of putting forward individuals at an earlier stage of service who may well have the potential to succeed but may need some additional development after having been assessed as having the required skills for strategic command. That flexibility was available ten years ago and allowed early selection for candidates. There has been a tendency for readiness for strategic command to be associated with performing one of the larger, most usually basic command units, and Chief Superintendent roles in a force. The numbers of these roles have been reducing as forces have reduced the number of BCUs, presenting a rapidly diminishing potential pool of candidates. Moreover, this also restricts the possibility of very rapid development for candidates with high potential. The current

⁷ 73% of respondents to the Police Service consultation either agreed that PNAC and SCC should remain the route to promotion to ACPO rank, or expressed no opinion. 27% disagreed (only 7% strongly disagreed.)

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financial crisis is likely to exacerbate this position still further, raising real questions as to whether the 'ready now' test is likely to succeed in providing the right broad range of candidates in the future.

SCC and development in strategic roles: As some of the learning elements of the SCC are pushed back and become part of the senior management in policing qualification this raises the question as to whether the SCC is in the right place. A number of the chief officers that we spoke to in the course of the review expressed some concerns that, whilst the SCC was now a much higher quality programme, it was not necessarily in the right place and that, because it was providing training prior to appointment, there were inevitably quite a number of members of the course who were trained but not appointed, therefore the skills trained for were not being used in the role for which it was being trained. In Australia, the Australian Federal Police has recently invested in the Acacia Executive Programme for Assistant Commissioners in post rather than, as in the UK, prior to appointment. The programme is still being evaluated but there seems to us to be real merit in considering whether, as the senior management qualification is strengthened, and some elements of senior leadership development are embedded earlier within the Leading Powerful Partnerships Programme (ICP) the SCC should move after appointment and become a programme focussed on developing those appointed to strategic roles whilst in role. Such an approach would be strongly supported by a number of the studies of strategic leadership development, which have emphasised the importance of linking learning to performance in role

Recommendation 9: Though both PNAC and the SCC should continue through the transition to the Professional body in 2011/12 thereafter, there must be a rapid transformation to new approach with five simple steps:

1. **The SMIP qualification**
2. **Recommendation by the Chief Constable (to enable workplace performance and delivery to be an important influence in selection)**
3. **National Assessment;**
4. **Appointment as a Chief Officer;**
5. **A Chief Officer development programme.**

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The approach I recommend can be set out in more detail as follows:

The Police National Assessment Centre. Those who have achieved the SMIP and are assessed as having the potential for strategic leadership should be able to apply, against a set of criteria agreed by the professional body, to the Police National Assessment Centre. There should be more emphasis than now on the development role for the assessment centre and the ability for the result from PNAC to set out a development path for the individual candidate, supported by their Chief Officer. Above all, there should be more flexibility in development paths after the assessment centre and before appointment than there is at present. The combination of the senior management in policing qualification and a successful qualification through the assessment centre should be seen as the qualification to enable candidates to apply for strategic leadership positions in forces at chief officer level.

Executive search and appointment to strategic leadership. A key shift in the approach proposed here is linked to the proposed change in the responsibility for appointment to chief officer. It is proposed that Chief Constables take the prime responsibility for the appointment of their teams at Assistant Chief Constable and Deputy Chief Constable, a responsibility that currently lies with the force Police Authority. The Police Reform and Social Responsibility Bill proposes that Chief Officers will consult their PCC but confirms that the ultimate responsibility lies with the Chief Officer. This is a critical change given that the Chief Constable will be much more personally and directly accountable to the Police and Crime Commissioner, and therefore more publically accountable than was the case with police authorities. It has been a strongly argued point for some time, as the accountability frameworks have tightened on Chief Officers, that the team should be appointed by the leader. This offers the opportunity for a more robust process of executive search, supported by the professional body and with a very substantial element of external, independent involvement.

The process of professional executive search, supported by the professional body, could be used to ensure strong application lists, a high degree of emphasis to ensuring the diversity of teams and better quality, more objective feedback provided

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to unsuccessful and successful candidates about their future needs for development. There is a strong critique from both candidates and police authorities of the current process that the assessment framed against the integrated competency framework present a picture of sameness and a phraseology that conceals the real distinctions between different candidates. And by the same token, the feedback, couched in similar terms often because of an over anxiety about challenge, provides little realistic evidence to the candidates about the issues that they need to address.

Recommendation 10: The Professional Body should take over the prime responsibility for the executive search process, the standards required and for managing the process. This implies that the current Senior Appointments Panel would not be required in future.

Recommendation 10 (A): That the Professional Body ensure that a strong panel of independent members of the community is developed to support the process and assist chief officers in the appointment process.

I propose that to maintain transparency, the professional body should, as part of its annual business plan which it presents to the Home Secretary, enclose a report on the monitoring and progress of the strategic appointment process. Given the national importance of the robustness of the process, I would expect this to be the subject of fairly regular Parliamentary scrutiny as well.

The Strategic Command Programme. Given the development of a robust senior management in policing qualification, the repositioning of PNAC with a stronger emphasis on development and a robust process of executive search and appointment, there would be a substantial advantage in moving the Strategic Command Course to a position post appointment to Chief Officer roles. There are a number of challenges with this, one of which would be that it would be more difficult to time the programme and it might be necessary to run two cohorts through a year. I acknowledge however that an annual programme, reflecting the tighter numbers coming through, might facilitate planning of key senior attendance and it would also enable other modules to follow as well as simplifying administration and logistics.

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However, moving the programme to one where two or three modules of short duration are separated by a period of work placed based development, aligned to other programmes at this level and supported by coaching and mentoring offers a substantial advantage over the current approach. It also provides the opportunity to develop Assistant Chief Constables as well as enabling the identification and development of future Deputy Chief Constables and Chief Constables at an early stage whilst in role. There is substantial support for this approach from the literature on developing strategic leaders, and in particular for the way in which such an approach would be more likely to ensure the embedding of learning into the work place. There are many features of the current Strategic Command Course that we would urge continuity on, in particular the strong executive leadership from a serving Chief Constable and the strong support from a directing staff of serving Chief Officers. We also think that the continued focus on developing senior police staff and in this case those who have recently been appointed to the role of assistant chief officer, alongside Assistant Chief Constables, would remain an important objective. Further opportunity provided by placing the programme post appointment would be to focus on issues such as operating within a board and the leadership approach is necessary to develop successful corporate boards. There has been some attempt to do this in the past with a relationship with the Institute of Directors (IoD) but this has not been consistently carried through. There is substantial evidence with other sectors and from the work that the IoD have taken forward of the importance of an effective strategic board with individual directors, in this case Chief Officers, who clearly understand their individual and collective role in driving an effective board. There will be substantial merit in pursuing the link with the chartered director qualification in order to develop the type of strategic leadership behaviours that the IoD's qualifications encourage.

One issue which lay outside my terms of reference, but lies within those of the parallel review being conducted by Tom Winsor into Pay and Remuneration⁵¹ is that of points of entry into the police service. At present, the single point of entry lies at constable. Our survey demonstrated that there remains overwhelming support for this position inside the police service. This should not, of itself, persuade against consideration of multiple points of entry, but it does indicate that there is real and passionately expressed opposition to an approach that has been seen through the 20th century as

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substantially devaluing the professionalism of police officer. Given that the major thrust of this review is to recommend a further deepening of the professionalism of the service, it would be doubly odd if this review recommended a shift on this issue. Furthermore, it seems to us to be problematic to consider multiple entry ahead of the clear framework of professional qualifications that we have set out above. Even then we would not underestimate the difficulties and costs of multiple entries. Many of the benefits – a wider pool of entry – can be achieved through the new multiple routes that we have argued for above and the entry of those with high potential for early appointment at the most senior levels by a whole-hearted commitment to the HPDS . The latter is a critical programme for the police service, which requires the personal attention of Chief Officers, who need to ensure active support for what is a vital national talent pool. This is particularly critical at time of recession, when a tightening of opportunities for promotion may be seen by some as preventing early promotions for those with high potential. This would be a serious, short sighted mistake, which will risk losing talent and undoubtedly be seen outside the service as a signal that multiple entry points are required.

There also remains an urgent need beyond the SCC to consider the preparation for Chief Constable roles. Currently, there is no nationally supported approach to develop Deputy Chief Constables or indeed Chief Constables of smaller forces for the challenges of taking on either Chief Constable or larger Chief Constable roles. There are a variety of programmes available, including the top management programme at the National School of Government, the BT Vital Vision programme and programmes with organisations such as the Windsor Leadership Trust. There are, however, no programmes dedicated to the *specific* needs of the role of Chief Constable, and in particular the combination of command and accountability that lies with that role. There is substantial interest in the United States, Australia, New Zealand and Canada, for example, in developing an international programme that might bring together senior leaders who have the potential to take on the most demanding posts internationally. We see substantial benefit from such an international programme.

Recommendation 11: that strong consideration be given to developing such an international programme in partnership with the Police Executive Research

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Forum in the USA, the Royal Canadian Mounted Police in Canada, the Australian Commissioners and New Zealand Police Service.

Whilst I focussed on these police forces, there are a range of other international police services ranging from Hong Kong to Singapore and the police forces in Europe that might also be interested in developing such a programme. Policing is an increasingly trans-national challenge, and an international programme would seem to us to offer the opportunity not only to develop leaders but also to develop the type of senior relationships that will be to the wider benefit of policing across the world. This would also strengthen the situation already in existence with SCC which has history of international delegates from FBI, the French gendarmerie, and the Royal Canadian Police amongst others.

International Policing

This brings me on naturally to the issue of international policing and the continued development of what is effectively an international police business school, currently within the NPIA. Historically the UK has had a long practice of providing senior leadership training to senior officers from abroad. Until recently this was primarily focussed on the UK's former colonial dependencies in the Caribbean, Africa, the Gulf and Far East. Over the last decade or so however it has developed into potentially a very significant component of the security and defence strategy. As a result of work since the creation of the NPIA an International Police Advisory Board (IPAB) has been developed to support an international policing strategy that focuses the UK's training and development efforts in policing at countries of most substantial security and defence interest. Alongside that, the UK is responsible for the European College of Policing (CEPOL), which provides the hub of a network of police colleges across the 27 countries of the European Union plus Norway, Switzerland and Iceland. The major UK international programmes have recently become well subscribed and have developed a strong focus on the Gulf and priority countries, building increasingly important partnerships over time with countries of key importance to the UK.

Case Study 1: The International Academy at Bramshill

The International Academy at Bramshill provides a professional and accountable leadership, training and capability support services on behalf of both the Government and British Policing, in response to increasing global security and economic pressures. This has been aligned to an improvement of 'coherent & coordinated' protective services locally, nationally and internationally.

Type of assistance offered

Key: *Country / Sponsor (Funding) / International Policing Assistance Board (IPAB) reference / IAB HMG Strategy (Security / Development / Stabilisation)*

EUROPE

Kosovo / NATO / IPAB R96/Security

Development of Kosovo Intelligence Agency to undertake effective security clearance & vetting operations aligned to Kosovo law College

AMERICAS & CARIBBEAN

Trinidad & Tobago (TT) / TT / IPAB Ongoing / Security

Leadership and Management Development for the Special Anticrime Unit Trinidad & Tobago (SAUTT) in support of their Anti-Transnational Organised Crime Strategy

ASIA-PACIFIC & CHINA

Pakistan (Kashmir) / HMG (FCO) / IPAB R86 / Security & Development

Investigative and Managerial Regional Police capacity building training programme for the Azad, Jammu & Kashmir (AJK) districts

MIDDLE EAST & NORTH AFRICA

Qatar / Qatar / IPAB R95 / Security & Development

Assessment and development of Qatari police Command and Control systems

AFRICA

Kenya / HMG (FCO/DfID) / IPAB R74 / Security & Development

Kenyan Police Reform Programme - Training Covering CID, Leadership, CHIS and Intel, Surveillance, I2, Train the Trainers and Commanders Programme

The International Policing Advisory Board, chaired by ACPO, has made a determined effort to ensure that not only are international programmes provided in the UK, but the provision of development, support, training and advice out of country is provided in the most appropriate fashion, with targeted mixture of serving and retired officers and private sector partners. There are still some issues about co-ordinating the policing

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effort with the efforts of the Department for International Development (DiFD), Foreign and Commonwealth Office (FCO) and the Ministry Defence (MoD), but there has been significant progress in this area over the last three years. Furthermore, the delivery of international programmes has the capability to provide a substantial income stream to the professional body. There would be ethical issues if this was imposing a cost on developing countries to provide support to our programmes in the UK. However, the majority of the programmes that earn substantial income are funded by countries who are developed and looking for their senior leaders to experience the benefits of a UK system of policing which is still regarded, in the majority of countries in the world, as being in the international premier league for policing delivery. Increasingly, both developed and developing countries are seeking delivery of the same programmes that we are delivering to our own specialist officers and leaders. This provides opportunities for UK officers to be trained alongside officers from a wide range of countries across the world and, where the delivery is in-country, for officers to experience the policing challenges in countries, many of whom will have substantial immigrant populations within the UK.

There is a real opportunity with the development of the professional body, as recommended in this report, for the UK to present a distinct competitive advantage in the delivery of international police training and development across the world. The professional body would be unique and framed within the context of British policing, providing a real opportunity for British policing to not only to influence the development of democratic police systems around the world and in turn the security and effectiveness of countries around the world operating within a transnational law and order framework. It would also provide income and resources to support the continued development of British policing practice. On occasions, as is the case currently with our partnership with the Australian Federal Police, this offers opportunities for real international collaboration in delivering training jointly. We see (as shown below) the continued development of the international business school in policing in the UK as being a critical component of the overall development of leadership and training with the UK.

Case Study 2: Developing the International Academy Business School

A 'whole of Service' international affairs business model

Benefits to build upon

- Financial, operational and developmental business benefits available through creation of an expanded and modernised public-sector revenue generation model, similar to that already in place at the International Academy, Bramshill (IAB).
- Scope to further increase activities and income on behalf of the Service as the current model applied is primarily reactive only.
- Developing improved, proactive partnership working within the Service and through Government (i.e. Security, Diplomatic, Development and Trade) will enhance greater visibility and business opportunities in support of Sovereign States, International Institutions and UK Foreign Policy and National Interest.

Potential Financial Benefits

2010 / 2011 Business Turnover

IAB £4.1m (Net margin of £350k)

Self-funding department of 25 (Officers & Staff)

-

2011 / 2014: Future Business Turnover

Business School £8m (Net margin @ £800k)

Department @ 30 (Officers & Staff)

Opportunity & Organisational Benefits (not currently costed)

- Improved international good practice and information sharing
- Strengthened partnerships in combating the threat of terrorism and serious organised crime
- Enhanced UK operational assistance, capacity building and influence overseas
- Multilateral, integrated and holistic approach to policing reform
- Modernisation of national and local policing 'mission' in response to globalisation

Chapter Six: Delivery and the institutional framework

In this chapter I want to outline where training, leadership, development and associated functions should sit, and how this proposed framework relates to the function and responsibilities of a Professional Body.

With the decision to phase out the NPIA by 2012, coupled with the wide ranging reforms and declining funding set out in chapter one, I need also to consider the institutional frameworks that will be required by the police service in the future. The context of this review and the ToR require me to consider not just the function but also the affordability of the frameworks that I propose. I have also sought to take into account the wider debates around the succession planning for functions currently within the NPIA into new institutional frameworks including the major databases, national ICT and other services. This debate was on-going as the report was being completed. However, I have sought to concentrate on the issues relating to training, leadership and nationally required professional support (without ignoring the wider issues) and seek to set out the best approaches as far as the wider principles and research that supports this review suggests.

I think it is first important to outline the historical background before explaining what the current landscape looks like for training delivery. I will then explore who the 'customers' for a new delivery landscape will be and what impact this has had on the thinking that has influenced this.

The historical context

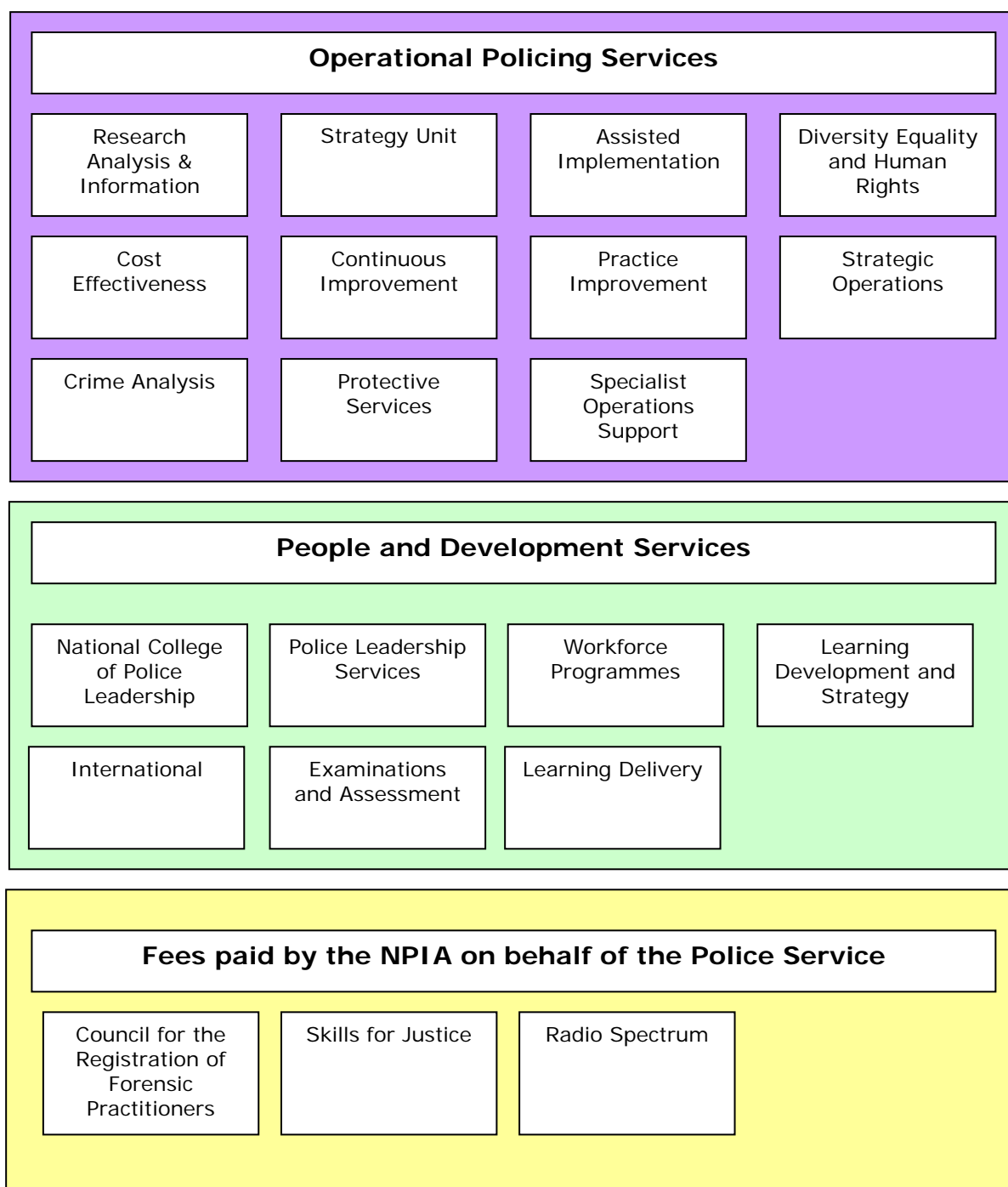
Since 1947 and the report of the police post war committee on higher training for the police service in England and Wales chaired by Sir Frank Newsam, the Permanent Secretary at the Home Office, there has been a National Police College in England and Wales. The higher training report was the result of a wide-ranging review of policing that had been set in train by the Home Secretary in 1944 to look at higher training, the organisation of the police service, police buildings and welfare and the responsibility of ranks and the conditions of service within the police service. This

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was directly influenced by the aftermath of the second World War and in particular a sense, that the structure of policing and the multitude of different local forces had presented challenges to effective cooperation through the war years. Furthermore, it was recognised that the post-war challenges of peace required a different approach from the police service. The National College that was subsequently set up at Ryton on Dunmore and then moved to Bramshill in 1960 was gradually built up with national training support and design institutions based in Yorkshire at Pannel Ash, Harrogate and more recently with the addition of specialist institutions such as the forensic science training centre at Harperly Hall and the redevelopment at Ryton with specialist, crime and Chemical Biological Radiological and Nuclear (CBRN) and training. The development of National Centre for Policing Excellence provided a further specialist institution based in Bedfordshire at Wyboston, with the responsibility for developing specialist training in intelligence and crime investigation in particular. In short, over 60 years there has been an organic development in response to need that has produced a complex national set of institutions. In April 2007 these were brought together within the NPIC and gradually since the agency was created these institutions have been increasingly integrated with the functions relating to the development of information technology, science and programmes on the delivery of neighbourhood policing, the IMPACT Police National Database (PND) and the roll out of major programmes nationally.

Integrating the national functions that supported local policing in the management of change, particularly in respect of the people, process and technology consequences of change was a major driver for the creation of the NPIC. The spur for NPIC's creation, which was first put forward in the ACPO response to the Policing Green Paper in 2003, was to rationalise a very complex landscape of change initiatives and institutions into a single body capable of supporting the police service with the most critical programmes of change and the most critical functions of support

Fig11 : Current (non ICT Functions) sitting within the NPIA



The case for a centralised approach

There seem to us to be a number of principles that should under pin the decision-making about national delivery functions, not simply the matter of cost. In principle,

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functions should be considered for national commissioning **and** delivery only where such an approach is necessary for one or more of the following reasons

- **It is critical for national coherence:** I set out in the opening chapter of this review the principles that should underpin the future approach for policing in future. Understanding where national delivery or national functions are critical for national coherence seems to me to be a particularly important consideration, as forces become more localised in their delivery and accountability. Arguments for national coherence most definitely apply where the delivery of training to a standard approach would be critical for the effective interoperability between police forces. A good example of this is the need for future firearms training to be conducted to a set of national standards. The dangers of a different approaches increases the risk of 'blue on blue' shootings between police forces operating in a different way. In this example, the training could be delivered locally or regionally but the standards need to be set and agreed nationally. This also provides opportunities for the more effective sharing of expensive asset

In the case of training and development of Gold Commanders who will manage major critical incidents, public order events, large scale firearms incidents, major or civil emergencies, the case for the national delivery of command training is very strong indeed. The cadre of senior commanders capable of managing these events is small, and the likelihood that such events will quickly move beyond the scope of individual forces, is considerable. Moreover, such events almost inevitably require the police service to work in partnership, and on occasions to provide the coordination and command over other agencies, many of whom have national responsibility and some of whom will be international partners. The argument for national coherence is central to maintaining the golden thread of policing; linking local to national policing priorities. In this example, the training should be to standards set and agreed nationally and receiving training with those from a different context would be imperative. Centralised national functions will also allow for better coordination with the final element of this thread;

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international policing – both in terms of coordination and knowledge and best practice sharing.

- **Cost Effectiveness.** There are some types of training where the cost of the specialist facilities required to deliver the training, the very small number of individuals who need to be qualified and in some cases the covert nature of the training itself, mean that it would not be cost effective or appropriate to deliver the training from, a multiplicity of different locations. This refers not only to Police owned locations, but also those provided by another respected provider; the benefit of this being that it can reduce the cost through savings on buildings and staffing. The link between value for money and cost effectiveness is made clear in both the 'Policing in the 21st Century' consultation paper and in the Police Reform and Social Responsibility Bill.

- **Specialism.** It is worth considering further the specific area of 'specialist training' in order to draw out the way in which these two principles can be applied to the decision making around national delivery. Over the 60 years since the 1947 report, a significant number of areas of training that could be described as specialist have been built up and expertise congregated and delivery centralised. These are summarised below:
 - Covert and Serious Organised Crime
 - Intelligence and Investigative Skills training
 - Hi-tech crime
 - Crime Prevention
 - Public Order and Firearms Command
 - Search
 - Forensics
 - Financial Investigation
 - Counter Terrorism
 - Some elements of ICT learning programmes

In each of these specialist areas there is a long history as to why the training has been treated as "specialist" and why there are seen to be advantages in delivering it

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nationally, from the perspective of risk to harm ratio, national coherence and cost. For example, the national delivery of search training, through the Police National Search Centre (PNSC) (now part of the NPIA) has been centrally provided since followed on from the Brighton bombing report in the 1980s by the then Deputy Chief Constable of Hampshire John Hoddinott. He was critical of the quality and standardisation of search of vulnerable premises and recommended the establishment of a national school of search, integrating the search capabilities from military wider security service and police approaches. In a similar way the training of financial investigators was put in to a national function as a result of concerns by judges about the quality of delivery of financial investigation evidence in court. Equally, the world of financial investigation is not just a national one but an international one and the requirement for specialist knowledge both in the trainers, the learning material and the continuous professional development would make the delivery of such training prohibitive for local forces. Our examination of the current delivery of specialist training produces a set of principles the defining features, additional to those of national coherence and cost effectiveness have been set out below.

- The existence of a legislative requirement to deliver the product/service to a national standard
- The training material being necessarily restricted or confidential, meaning there would be a significant security risk in releasing this more widely
- The training resulting in the attainment of high-end technical skills and knowledge which will be applied within specific conditions
- A low volume of those requiring training which makes it inefficient for training to be delivered locally
- A requirement for specialist equipment and/or secure facilities and/or a researched and carefully defined environment in which to conduct the training
- The need for occupationally competent trainers to conduct the training

In addition, the areas set out below have, for a variety of historical reasons, not been moved to centralised national delivery, these are not based on the application of a consistent set of principles (as suggested above – ref table). There are

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examples of specialist training functions that have remained the delivery responsibility of local forces, lead forces or, in some cases, regional delivery or other parts of government. As forces make individual decisions around their costs and focus on the delivery of local priorities, particularly those approaches based on lead force models may become fragile and it seems highly likely that local forces may need to make individual decisions about priority which hence affects the robustness of the approach. The list below shows those functions which are currently delivered to the models described above, and an examination of these against the principles proposed would seem to indicate the potential for these to be commissioned and potentially delivered at a national level within revised arrangements.

- Witness protection
- CBRN (including CBRN Search) (currently delivered via OSCT)
- Close Protection Roles
- Mounted Officers
- Dog Handling (including Dog Search)
- Air Support (already underway via NPJA)
- Marine
- Underwater Search
- Driver Training
- Underwater Search Training
- National and Regional Operational Search Advisers

In many of these specialist areas of training it is important to emphasise that the delivery is often a part of what could be described as a wider clinical and professional practice. Many of these areas bear comparison with other public sector areas for example, health. A Systematic review of evidence from a health care setting (including findings of a randomised controlled trial) show that while traditional standalone courses can lead to improvements in an individual's knowledge. Teaching that is integrated into practice can lead to improvements in knowledge and skills, as well as changes in attitudes and behaviour, both key to achieving sustained change in practiceⁱⁱⁱ. The delivery of training programmes on specialist search utilises staff who also provide specialist advice to police forces for major operations and

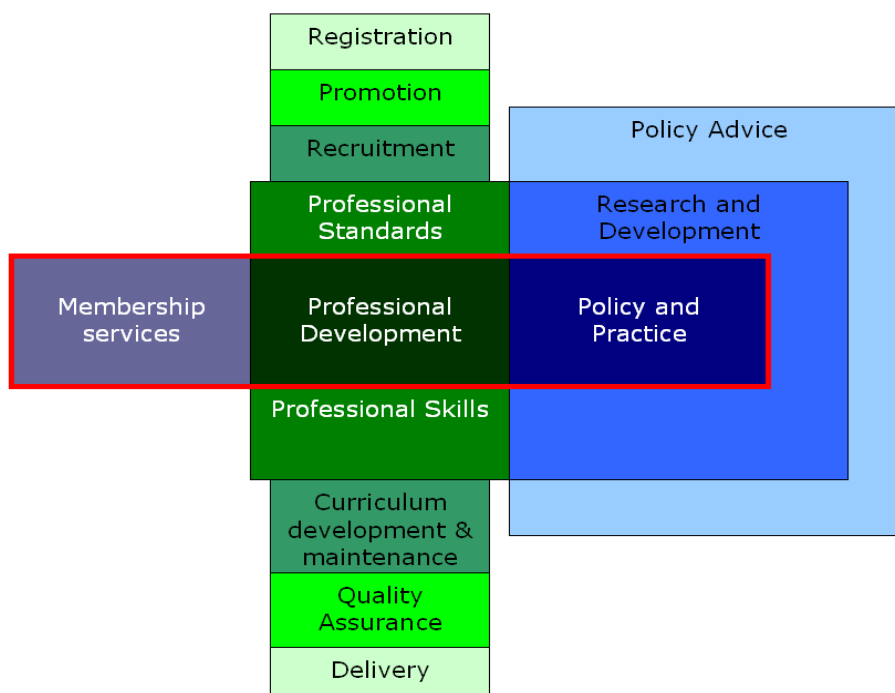
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whose involvement in specialist operations and the day to day problems of events enhances their training delivery and ensures that the training delivery is constantly linked to practice development. Separating trainers from practice and standards would, for most of all the specialist training areas, present a major disadvantage and over the long term lead to that training is out of touch with practice development and therefore of decreasing relevance over time. Therefore, there are strong links to be made between the delivery of national services in these areas and direct operational support to forces.

Options for Delivery and the case for national commissioning

In Chapter four, I set out the framework for a proposed professional body in policing and I presented the potential functions and funding for the new professional body functions. Those functions essentially relate to the qualification framework, registration for practice and the individual and operational standards that police officers, police staff and the police service require for the future development of the service and delivery to the public. I have suggested that a number of other specialist functions, including the Police National Information and Co-ordination Centre, should sit with the professional body

Fig 12 Core delivery functions of the Professional Body



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Deciding that something is probably best delivered because of the principles of national coherence, cost effectiveness and specialism (as set out above) at a national level is the first step. There is then the question of how the training is commissioned and delivered.

This brings us on to the challenge of how to deliver the training which currently sits within the NPIA (and other pre-cursors). The NPIA was set up as an organisation that was set up deliberately to ensure that it had the capability to second serving police officers and to employ a wide variety of staff with specialist skills. In the model of professional development that we have proposed in Chapter four I set out an approach to professional development which would build from a basic level of qualified skill to specialism, advanced specialism and expertise. In many cases the development of expertise will need to be linked to a deep understanding of the academic research supporting practice, and indeed contribute to the development of research in practice as part of the process of deepening and developing expertise. In many of the specialist disciplines there are very strong links currently between the specialist trainers and academic institutions. There is not, however, an overall model for the delivery of specialist training. One running theme throughout this review the strong encouragement to the police service to develop a different model of partnership with the higher education sector; one that draws on the models in the health service and indeed in the Armed Services where Cranfield University provides the academic support to the delivery of operational training at the Royal College of Defence Studies at Shrivenham. We see substantial advantages from developing a model that links operational (clinical practice) to academic research and training delivery. In some areas, specialist police schools in universities may provide one potential route for developing excellence in practice over the medium term and drawing on the research base of academic institutions.

As recognised by recommendation five (chapter four) for a professional development approach, the professional body will become the guardian of professional standards for policing in respect of role and rank training. To implement this approach the delivery of training needs in all instances to meet the standards set, on behalf of the police service, by the professional body.

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Training delivery should therefore be in the form of:

- Delivered in force training departments to the national standards
- Delivered by approved providers (Further and Higher Education or other third party) to agreed national standards
- Delivered centrally by the Police service on behalf of the Police service (see fig 12 integrated model for rationale and relationship)

Historically there have been problems in the approach to both commissioning and delivery. The police service is a multiple partner and customer; not just with the 43 forces, but multiple ACPO leads, the Home Office and other organisations who commission products and services. There is often significant pressure to channel energies to reactive a need to deliver within a tight timescale. For the case of the Olympics which has a defined time limit, or because the changes to the training programme are a response to a major report, such as the recent HMIC report on public protest. This reactive approach within an environment of tightening resource cannot be maintained - there is a risk that everything will become a priority thus leading to some serious implications for operational policing and public perception.

Prioritisation across the whole training development agenda is key. On the whole there is limited national prioritisation carried out by the service to rank the investment in both training and against other priorities. This, coupled with the financial restrictions of needing budget purely on an annual basis, makes the sort of forward planning for training development a significant issue.

The professional development framework proposed in chapter four will help. Commissions for new or major revisions to training have traditionally been managed in isolation. It is not long since the HMIC report or Home Office commission would result in the development of a single issue training course. The example of considerable duplication in Command Training has been discussed previously (ref). Here there is not the incremental and joined up curriculum for command and leadership training. Nevertheless through the joining together of the training development capability within the NPIA there are now some excellent examples of a

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more cost effective and prioritised approach to developing training. This approach would be simplified and enabled through the existence of a professional body holding the national standards, and enhanced through a delivery body which had capabilities in operational as well as developmental support.

As can be seen from the Mental ill Health example below, it is important to seek to try and change the training mix from an over reliance on classroom delivery to a more blended approach. Training design needs to encompass more flexible learning materials, support from e-learning, the input of expertise from within and outside the service, and the delivery and provision of continuous professional development products. The historical challenge of making sure that products in particular specialist areas are properly coordinated with the wider curriculum needs overcoming. No longer can the service afford for individuals who are embarking on one training programme to have already received half of the material through another training programme. The level of duplication is something that the Metropolitan Police have focussed on in their review of training and delivery

CASE STUDY 3: National Commission for Mental ill Health Training

The NPIA were Commissioned as a result of the HMIC report 'Protecting Vulnerable People' (2006), The Bradley Report' (April 2009) and ACPO Guidance 'Responding to People with Mental Ill Health or Learning Disabilities' (2010) to develop training in this area. This resulted in two strands of development activity:

- E-learning awareness module as a requirement of all and core to Initial learning (IPLDP, PCSO and Specials Training)
- Learning need to be embedded into existing learning programmes achieved through a review of curriculum and resources for all national programmes. This included modifications to training in:
 - Contact Management
 - Custody
 - Firearms
 - Investigative Skills
 - Personal Safety
 - Race and Diversity
 - Domestic Abuse
 - Training of Trainers

The outcomes was a more cost effective and prioritised approach which ensured a more efficient cascade to all officers and staff needing training in this area.

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The cause of this problem is at both a national and force level. Nationally the cluttered commissioning landscape means that not all training curriculum or national standards are developed consistently and there is a disjoint between the expectations and direction of the varying sponsors of the work. At a force level training managers are not always aware of the expectations or content of training with the more specialist fields, which are often managed through different organisational infrastructures. This supports the reassessment of the training landscape as outlined in chapter 3

The final issue that has been problematic in the past and will be considerably more problematic in the future is the issue of charging. Some of the national programmes have been funded by grant, through the NPIA's budget, and some of them have been charged out. Some of those charged for have been on a partial cost recovery basis and others on a full cost recovery basis; including some element of overhead for future investment. While the NPIA has sought to try and streamline the cost approach, there has been an understandable reluctance from police forces to move to a full cost recovery approach. However, in the current fiscal climate it will be increasingly impossible to avoid this issue.

The customers for national delivery

Developing the theme of funding, I was asked to consider in the terms of reference not just the relationship between police leadership and training and local police forces, but also the relationship with the National Crime Agency (NCA) and potentially other bodies involved in law enforcement and policing across government. The NCA is due to commence work in 2013 as a national crime-fighting organisation. If the decision is taken to focus on crime fighting function, rather than the delivery of support functions, logically then this means that the NCA should also be a core customer of any national delivery approach, which encompasses specialist training. Indeed, the NCA should have a strong relationship with the professional body in policing and the delivery body for national leadership and training. The 'Policing in the 21st Century' paper proposes that the head of the NCA should be a 'senior chief constable' and would, therefore be a senior member of the Police Professional Body.

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In the light of this and the nature of their work, I would anticipate that the NCA's staff would be members and associates of the professional body in the same way that members of the police forces would be. As such, there is a strong case for developing a delivery body that is capable of providing training to the NCA and bringing together those "in scope" training and development functions from whichever precursor organisation they come. I can see little rationale for the retention of specialist training functions across a range of organisations within a de-cluttered landscape.

There are a range of other bodies across government involved in investigation, including the UK Borders Agency (UKBA), the proposed UK Border Force which is to sit within the NCA, the new Economic Crime Agency and the investigative arms of HM Revenue and Customs (HMRC), for example which could also be potential customers of a national delivery body of policing and law enforcement specialist training. The International Academy would also provide a hub through which training could be delivered out to police forces world wide, but also allow for the sharing of European (through CEPOL) and international best practice.

There are also be substantial advantages to sharing the leadership and command training at a national level. In order to encourage cross sectoral training there is already a public sector leadership alliance which looks for opportunities to bring together senior professionals across government, where there is a clearly articulated business requirement for shared training. A number of programmes including the Independent Commanders Programme, (since Sept 2010 renamed the 'Leading Powerful Partnerships Programme')run by the NPIA (NB with funding support from the Home Office for the partners) have been developed out of that partnership and have sought to encourage cross-sectoral training and development. In the narrower world of law enforcement and policing across government there seem to be very substantial advantages in as much single delivery through a national body as possible.

Designing national institutions

The government has signalled a strong aversion to setting up agencies and the phasing out of the NPIA and the consultation paper 'Policing the 21st Century' have indicated a strong desire to rationalise and de-clutter the national landscape. However, in the research that we have done, and in particular in the consultation events that we have run, there has been a desire from the police service, and in particular from ACPO members, to retain and continue to develop national institutions of which the most obvious and visible icon is the National Police College at Bramshill. Whilst it is important to separate out the business rationale for the delivery model I am proposing, the associated delivery issues cannot be ignore. The debate about retaining Bramshill is most challenging and is perpetually confounded by the costs of maintaining a Grade I listed building (as opposed to the prospect of simply returning it (and the associated maintenance costs) to the Home Office.. However, the institution is a globally recognised brand for British policing that is currently attracting a high level of demand from policing organisations across the world for international training. It also houses the hub of the European Police College (CEPOL). Any move away would require careful thought around the retention of branding, the cost of delivery elsewhere, and the costs associated with replacing that which needs replicating.

The institution of the national police college was probably at its strongest in the 1970s and early 80s when, following developments in the 1960s, a range of command programmes were developed along the lines of a military staff college. Those programmes were a universal requirement and mandated by the service, ranging from the special course for high potential development officers, the Junior Command Course for middle managers, the Intermediate Command Course for Superintendants and the Senior Command Course for those qualified and aspiring to strategic command ranks. As the nature of leadership and command training has changed with a greater emphasis on learning in the work place and less emphasis on classroom based work, and a greater requirement for specialist approaches, such as the immersive learning technologies of Hydra in which the UK has built up a

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substantial expertise and lead, have changed the demand and raised questions about the future of the college as an institution.

The challenge of evolving national leadership colleges is not one solely for England and Wales. In Australia, the issue of a central national college is complicated by the constitution with a Federal Commonwealth and the territories. The college itself is run within the Australian Federal Police but governed by a Board of Governors of the Commissioners from the territories. There are big distances involved and very different organisational cultural context between the different states. Nevertheless the Australian Institute of Police Management has just been subjected to a full strategic review that has looked at the issues of balancing national programmes which inevitably have a fundamentally classroom based approach, with more flexible approaches and the challenge of developing a level of national coherence amongst senior staff in different state forces, without a national college to draw the threads together and provide broader perspectives than would be achieved solely within the states. The Dutch Police Academy does not have so severe a challenge of distance, but even here it has had to reinvent its programmes, realign its approach to meet the different challenges that the Dutch police service has had to meet over the past years.

The National College of Police Leadership which serves England and Wales is at a crossroads. It has been approaching that crossroads for some time as the emphasis on classroom delivery of standard national programmes has become less and less central to delivery. In the model that I have proposed above, there is a clear separation between Senior LEADERSHIP (generic) and Strategic COMMAND (specific) only the command element of the Senior Management in Policing qualification needs delivery specifically by police trainers and access to the type of specialist immersive learning facilities that the police service has invested in over the last decade. The Senior Management In Policing qualification (SMIP) can and should be delivered at a range of institutions, but probably the most advantageous approach would be for the Professional Body and local forces to identify and accredit a network of HE and other providers capable of delivering the programme. This leaves the High Potential Development Programme and the new Strategic Leadership programme, neither of which necessarily need to be delivered at a specialist police facility – indeed some parts of the current HPDS are delivered at

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Warwick University. However, there are major elements of the specialist training set out above, which would be difficult to deliver other than on a dedicated site. It was for this purpose that the NPIA invested in the redevelopment of the Ryton site for covert training and the Harperly Hall for forensic training.

The proposals in this Review, therefore, logically lead to a need to rethink the nature of the National College as a physical institution. There is need for a high quality location to continue to attract international students, but that location could equally be a part of the campus of one of the group of internationally recognised universities. In this way the 'national college of policing' could become a partnership with a university in terms of sharing facilities, whilst remaining under the governance of the Professional Body. This would significantly reduce the premises costs for Leadership and Training. Alternatively, a partner, potentially a university, could be invited to take over the Bramshill campus and effectively extend itself onto that site. This would still pose the problem of the ongoing maintenance costs of the Grade 1 site. On balance, since this Review has argued for a new relationship between policing and Higher Education, the first option is the stronger and likely to be better value. Early work needs to be undertaken to explore the potential for a new approach to delivering the national college, as a partnership with a major HE institution.

This approach also implies that there would be a presumption to retaining and further developing the facilities at Ryton and Harperly which have received significant investment as specialist sites and which are likely to be the hub of a potential national delivery function, which we discuss below. If the decision is to move away from Bramshill, there remain a number of functional areas (both within the scope of the Review and outside) which will need to be accommodated elsewhere. These include the Police National Search Centre, and the Serious Crime Analysis Section, and the National Police Library. The latter is a potentially crucial support to the model of learning and continuous professional development that I am proposing.

Options for a delivery body

I need to start this section with two caveats. First, that the approach I have set out below is based on an assessment predominantly of the needs of a *stand alone*

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delivery function for leadership and specialist training and development and has been assessed purely on an ‘**as is**’ basis. There is the wider consideration of how the other functions currently being run by the NPIA which are required by the police service might be organised in future and this might significantly affect the final design of any delivery function for leadership training and development. I have included a model at fig 12 which shows how I believe that training and development functions are inextricably linked to operational and capability support, and they in turn to the delivery of increased capacity and efficiency. Second, the new delivery landscape must not simply be (or even appear to be) a straight replication of precursor bodies. Instead, it must provide a genuinely new approach to the national delivery of critical products and services with a delivery and funding model which meets the significantly altered financial landscape..

The first step to settling the design is to think about the type of approach that best fits the model of professional development within the framework of the professional body that I have argued for in the first chapters of this report. That would seem to encourage the development of a model that is a “clinical practitioner” - academic partnership rather than a Staff College. There are some parallels with the way the individual staff colleges for the Armed Services have migrated to a single institution providing the most senior training and development. At Shrivenham there is a model of co-partnership between the profession and Higher Education (in that case Cranfield University). The Shrivenham model appears to enjoy a good reputation with the Services, and it has some features that could be seriously considered as part of the police service’s design. The partnership between the Royal College of Defence Studies and Cranfield University is a long one (a 30 year PFI, with an external provider contracted to deliver the support infrastructure). It has allowed the Services to lead professional training and development with a strong and embedded academic partner. The Professional Body should be giving very early consideration to creating this sort of partnership at a national level to provide it with a world-class academic partner. This would enable a number of options to be explored for the delivery of the “national police college”, which could be on a number of existing sites, or could indeed in the future be co-located with a major British university, but needs to incorporate the following:

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- A balance of tradition, reputation, knowledge and experience of the British police service and recognition of the leading edge thinking and practical evidence based research, combined with a business-focussed institution.
- Academic rigour, policing partnership working including cross-sectoral working, and organisational development capability, framed within core policing values and a commitment to advancing the context of modern policing.
- The careful integration of operational policing with national specialist training, which remains a strategic gap within the context today and this will be particularly important as the professional qualification framework is developed.
- The ability to use a mix of operational practitioners accredited by the professional body, alongside training and academic experts and external providers, integrating this mix of staff in a way that is seen as a continuous team, not separate professions. This exemplifies the need to link learning and development with operational support.
- It is also worth considering how training functions could be better streamed, to connect back to the functions of standards and accreditations as well as reflecting the interconnectivity of professional standards to training and their relationship to other training and delivery areas....

Recent work on behalf of the Cabinet Office in support of the review of the public sector leadership academies points out the need to work more collaboratively across a number of related sectors, hence any delivery body, not just in respect of leadership but also in respect of the specialist skills, needs to have a clear strategy for collaborative approaches across the public sector and with private sector institutions. It has also been pointed out to us in the research for the review and the consultation that it will be important for any delivery body, whether it be called a national police college or not, to be not just a delivery arm but also to have a strong encouragement to commission as much as possible, rather than to have a presumption in favour of direct delivery. There have been concerns that some of the current NPIA delivery, that it places NPIA in a monopoly position when a more market-based approach through commissioning might produce better value over

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time. With the professional body in place this approach will be significantly easier because the commissioning of products and services to clearly defined standards will be set against clear professional and quality assurance frameworks.

The final principle which is worth reinforcing is that local delivery and local partnership must be supported as a preference where it is cost effective and is not inconsistent with the principles of national coherence that we have set out above. This also implies that the funding approach to the delivery body must be placed on a much more organised, consistent and transparent basis than the NPIA has been able to achieve. Only in this way will local forces be able to objectively assess whether the collaborative delivery of programmes nationally is better value than their design, delivery and evaluation locally. This will need the continued development of the costing models. The work that the NPIA sponsored with Price Waterhouse Cooper over the last three years has identified that, on the whole, forces do not properly cost the whole costs of their training delivery through from design to evaluation and including the on costs of building, opportunity costs of time and also the return on expectations from the training approach.

Scope of the delivery body – an integrated model

Having considered the rationale for nationally delivered services, it is clear that there is a need to ensure that the balance of local delivery with national support is not simply applicable in the realms of training and learning. As discussed above, there are clear operational, governance and financial efficiencies to be had by sharing expertise, advice, estate and other resource in common functions. The model proposed below would see a coherent delivery function comprising not only Learning and Development, but also operational and capability support.. There is also a logical case to be made to sustaining and improving the integration between these and other capacity and efficiency support functions, with the service using its existing expertise to advise, guide and support peers, whilst also drawing on external expertise. Whether the synergies between these functions and elements such as Police ICT and databases are sufficiently strong is a matter for others to decide, however, where they might sit within an integrated delivery model is shown below:

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Looking at the structural options for delivery we examined a number of options in the course of the review. In the case of three of these, we have been able to eliminate them as the review has gone on. They can be summarised as follows:

- 1) The delivery body should be a **direct part of the support command of the National Crime Agency**. As the debate over the NCA has developed, the idea of a support command has been dropped from the design principles. Delivery functions in the scope of this review should not be part of the NCA design.
- 2) **Lead force model**. Given the very clear division of labour between national and local policing that form a key design principle of “Policing the 21st Century” document and the very significant pressure on policing and crime commissioners and their local chiefs deliver on local priorities, we think it unlikely that a lead force model, which would ask a local police force to take on a national responsibility, is any longer a proper or appropriate model for national delivery.
- 3) **A new agency of the Home Office or under Home Office direct control**. We dismissed this option almost right from the start on the basis that the clear direction of public policy under the coalition government is to reduce the number of agencies and it would be highly inappropriate for the Home Office to assume direct control of policing leadership and learning, given that the other thrust of policy is to support the development of independent but accountable professions.

That left us with three broad options

- 1) The Delivery body should be a direct part of the police professional body. This would allow for a direct relationship between the standard setting body and the delivery arm and for the professional body to take direct control of all aspects of delivery. But it would also pass significant estate and staffing to the body. Moreover the closeness of the two functions creating the qualifications framework and delivery, would lead to conflict and an external perception that this does not represent a departure from the existing arrangements and might actually mark a return to the days of a central

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training organisation that would look remarkably like Centrex. Whilst there is a seductive simplicity to the model, it would seem to us to have some serious flaws in terms of design principles.

- 2) A delivery body, which is a subsidiary of the professional body.
- 3) A separate body (potentially with a Community Interest element) within the classification of a public corporation, with a level of joint shareholding interest from the police service

Under the latter two options a new body would be set up focussed on the delivery of the core national services for learning and leadership development. In option two, the body would be a direct subsidiary of the professional body, which has the advantage of allowing a close relationship between those setting the standards and the delivery of the services. The proximity of the relationship would need to be balanced with a clear and effective commissioning approach in order to keep the delivery separate from the professional body. It would require a strong non-executive input on to the Board of the subsidiary company and we think the involvement on that Board of one or more Policing and Crime Commissioners to ensure that the products were clearly tailored to local needs and the funding approach matched local budgets.

The alternative to the Subsidiary model is that there is completely separate body set up. There are models for this in the wider public sector, either to create pathfinder mutual's or community interest companies, where the share ownership of the organisation belongs to the parties with a significant interest in the success of the company and the assets are locked so that profits earned are returned to the shareholders and don't create a private profit outside the stated interests of the company. The NPIA was set up to provide an integrated approach to change in the police service at a national level, providing support to forces and specialist services and infrastructure delivery. If the latter functions are to be separated from Learning and Leadership again, then there would need to be a careful risk assessment of the implications and a plan to manage the potential loss of benefits.

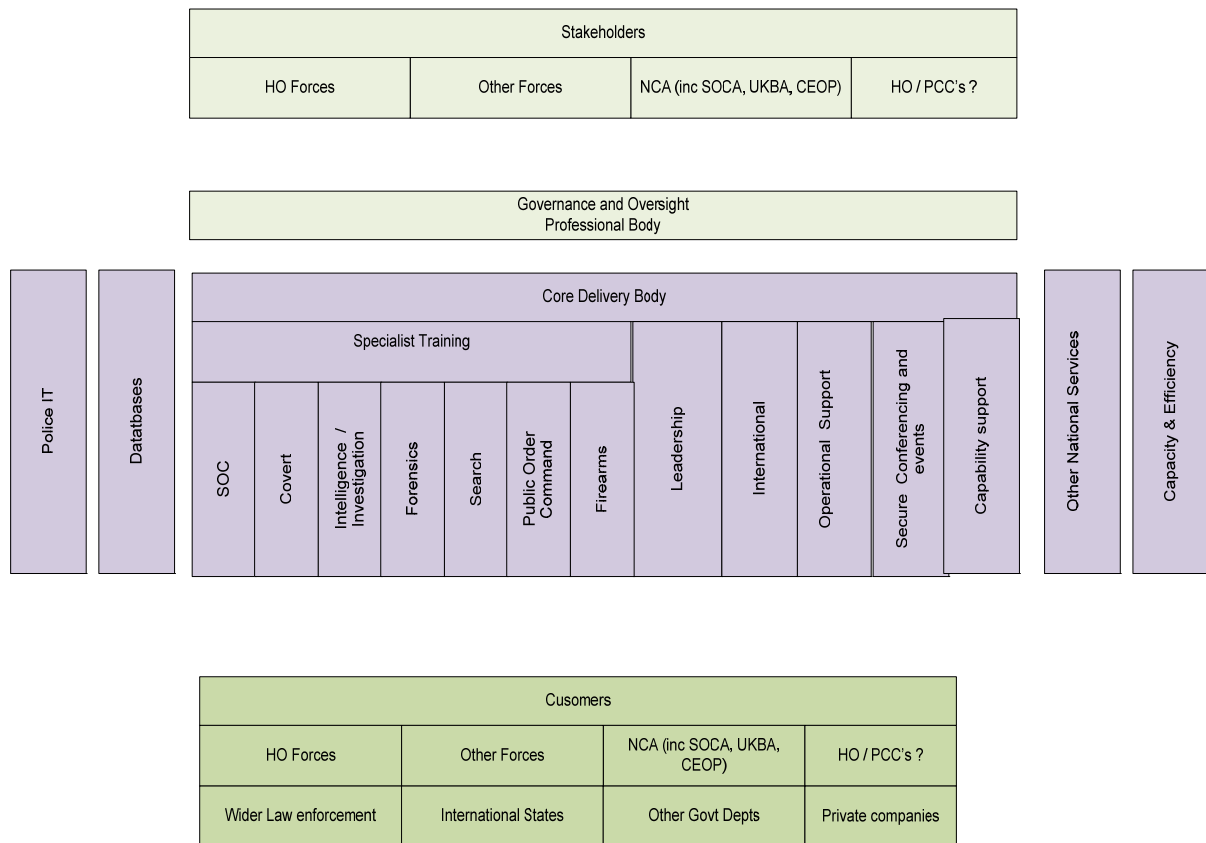
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Recommendation 12: That an integrated delivery body be created to ensure national support to leadership, training, development and support functions identified above.

Recommendation 12 (A) That the delivery body should be subsidiary to the Professional Body which will holds the commissioning function

My recommendations are based on the knowledge, at this stage, that there has there has not yet been a clear policy decision taken with regard to transitioning the NPIA’s existing functions into a separate company or a firm case made for retention of its various functions together. The table below shows, at a simplified level the stakeholders (grey), potential customers (green) and indicative functions (purple) which might sit within a delivery body within the recommendations I am making.

Fig 14 illustration of Stakeholder and Potential Customer relationships to Delivery Body with functions



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There are a number of further considerations that would need to be put in place as the implementation is taken forward. Not least is the ability of the subsidiary body to be able to second police officers and police staff. The secondment contract is currently under consideration by the independent reviewer of pay and remuneration (The Winsor Review). It is important that the secondment terms are updated to allow considerably more flexible deployment on secondment and potentially to ensure that the new delivery body could make use of the best of the police service.

The second major issue is getting the governance right. There were substantial reservations expressed during the course of the review about a pathfinder mutual model in which the shareholding and control of the delivery was shared amongst 43 different police forces. It would be fair to say that there was an almost universal view that the experience of the last fifty years was that anything owned by 43 was most unlikely to be effectively run because of the multiple layers of decision making and that it would be better to find a means of governance which was clearer, more transparent, more business like than redeploying a version of the existing tripartite approach. It will also be important for a clear relationship to be established between the company and the Home Office and the Secretary of State. As with the professional body, a nominee director, in this case quite possibly a civil servant, would be important and similarly a strong reporting relationship between the company and the Secretary of State.

The final key consideration is the issue of funding. Most of the current national leadership programmes are funded through grant to the National Policing Improvement Agency which then provides the courses to police forces out of its core funding. Many of the specialist training programmes are charged for. Given that a major part of the approach to a professional development qualification is the provision of a level seven qualification for senior management in policing, some of the existing (generic) programmes that are currently delivered through the NPIA grant will probably not be necessary as the new qualification takes shape and effect. However, a number of other elements, including command training, most definitely will be and indeed in the session that we ran at the ACPO Autumn Conference, the one key theme identified for any successor national college would be the strong focus around being a national command college for policing. In these circumstances

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it would seem highly probable that some continued element of grant funding will be necessary, either by a levy from police forces or through top-sliced grant. For the wider specialist programmes the provision of facilities such as training design and potentially e-learning, it is quite possible to envisage charges being levied as the basis of subscription or fee income. However, this will take time for any delivery body to balance out its funding, particularly against the very tough CSR, and I recommend therefore that there is a graduated approach to the change over from the existing grant approach to a levy or charge-based funding and we have set out a potential model for this in the table below.

Funding models

As we went through the different standards, delivery and training functions, not only did it become clear that the optimum model was that of a subsidiary body, but that the Professional body would need to be the commissioning body, directing or channelling nationally set service training and leadership delivery. This would ensure the maintenance of standards and accreditation to both the delivery body, and delivery partners. The table below shows the 'as is' funding as it stands now, and is anticipated to reduce significantly into 2011/2012 – the year that the NPIA is currently due to be 'phased out'.

Table 5: 'As is' funding of ACPO and NPIA People and Development

Funding Stream 1 ACPO	'As is' Funding 2009/10 £m
Home Office grant	0.825
APA	0.850
Other – conferences and grants	1.125
Total	2.800

Funding Stream 2 NPIA – Learning and Development	'As is' Funding 2009/10 £m
Home Office grant	23.822
Income from forces/other	15.800
Total	39.622

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In building a costed model, we needed to take this into account, but also to examine a number of other financial considerations. There are a number of funding streams for the delivery body as proposed, and a presumption that the reliance on HO grant should be replaced with a variety of funding streams. These are dealt with in the following chapter.

Chapter Seven: The Financial Implications

In this chapter I want to provide an overview of the indicative costs, potential savings and income requirements of the proposals I have made in this review. I was asked to provide costings for implementation and, under the Terms of Reference to encompass:

‘How the NPIA leadership functions can be transitioned effectively, in the context of the need for very substantial budget reductions:’

‘The need to respond to the Government’s priority of reducing the unsustainable national deficit, including alternative funding models for leadership that both reduce and recover cost:’

What I present here must be viewed through the lens of several significant assumptions and caveats that need to be attached to the figures which I outline below. The funding for police leadership and development must also be seen in the context that whilst the indicative trends identified via the finance questionnaires that from 2008/9 to 2010/11 showed total **annual force funding increasing by 5.4%**, for the same period there has already been a **13.6% reduction in Training related costs**.

1. From our finance survey distributed to all forces, we received returns from 15 out of 43 forces and of those only 13 returns contained sufficient data required to extrapolate an analysis of past, present and future learning and development spend. We were able to supplement our analysis of these figures through cross reference to the CIPFA Police Objective Analysis Training estimates for 2009/10. However, we were unable to obtain actual Force and Training expenditure for 2008/9 and Force expenditure for 2009/10.

It became apparent in our force level finance survey and attempts to cross reference these figures to nationally held financial details, there is no

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nationally held financial baseline which fully identifies force costs for people, learning and development and training provision. Additionally, it has not been possible to identify any benefits from the potential consolidation of premises within forces. This will need to be rectified going forward into implementation stage as there have been difficulties' in gaining comparative data, and therefore attempts to create a national costing model have been unsuccessful. There may well be a need to mandate collection of the data necessary to create national baseline data.

2. All figures which have been based on existing costs for delivery are based on 'as it is now' figures. Whilst there are decisions in the pipeline concerning the charging – out of services provided by the NPIA to police forces these have not yet been completed. The analysis of NPIA spend is based upon 2010/2011 and do not take into account the significant budget reductions already made by the Agency for 2011/2012 which includes savings of over £3.2 m alone from the People and Development area of the Agency. This will have an impact on those services which will transition as part of this review, and how they are funded. Also, the final police grant figures were confirmed on 13 December. Whilst the top line figure of a 4% reduction in core funding for 2011/12 is known the impact on individual forces is still being finalised. And are likely to disproportionately affect this area.
3. All of the potential savings and costs are presented on the assumption of a rapid implementation model. Therefore all figures need to be worked through in detail with full access to force and NPIA financial records in order to fully present the business case for funding models and benefits realisation.

This report does not provide a line by line costing for every element of the Review. Instead, it attempts to identify from within a rapidly evolving landscape the key features of a revised funding model.

Costs and Indicative Offset Delivery, grant and Income – the current position

The table below shows the ‘*as is*’ funding for a number of core functions for the financial year 2009/10, with substantial reductions to be factored in for 2011/2012 – the year that the NPIA is due to be ‘phased out’.

Table 6: ‘As is’ funding of ACPO and NPIA People and Development

Funding Stream 1 ACPO	‘As is’ Funding 2009/10 £m
Home Office grant	0.825
APA	0.850
Other – conferences and grants	1.125
Total	2.800

Funding Stream 2 NPIA –People and Development	‘As is’ Funding 2009/10 £m
Home Office grant	23.822
Income from forces/other	15.800
Total	39.622

It should be noted that this is only a crude assessment of the training and development functions, and does not convey the complexity or the challenge of the task. It does however show the cost associated with the current ACPO model, along with the relative proportions of grant and income for the core workforce and training functions of the NPIA. In building a costed model, we needed to take this basis into account, but also to examine a number of other financial considerations.

Funding streams

As identified previously, there are a number of funding streams for the Professional and Delivery bodies as proposed, and a presumption that the reliance on HO grant should be replaced with a variety of funding streams. This will not be a new process as a proportion of the activity is already charged out.

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The existing funding sources identified in Chapter six included:

- Existing HO Grant
- Forces and partner organisations
- Wider Law enforcement activities
- FCO / DFID funding (through the International Academy)
- Sovereign States (through the International Academy)

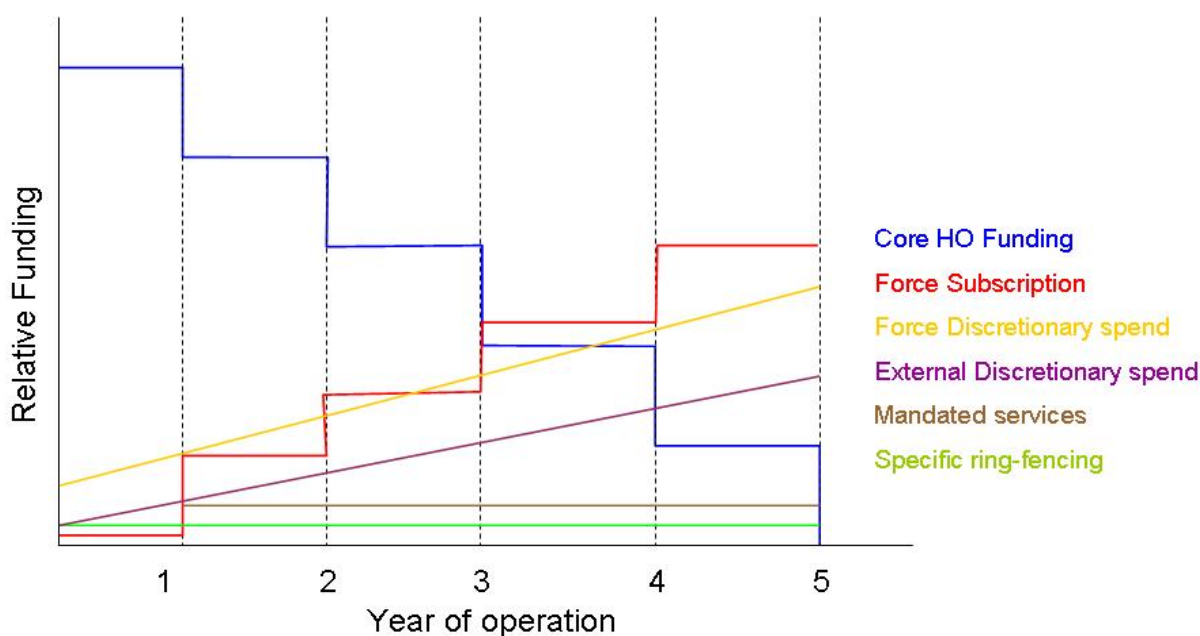
Under each of the delivery models, a further stream should be added: that of personal (i.e. individual) subscription. In addition, it is proposed that income from other external sources is increased as the customer base of the new bodies is widened across law enforcement and criminal justice; for example the Crown Prosecution Service (CPS), or the Ministry of Justice (MoJ). However, the greatest change would be in the relative proportions of funding from each source as the delivery body moves from a centralised funding model. Income generation is already a key component of training delivery, with the NPIA's People and Development directorate generating some £16-£17m of income above core grant in 2009/2010. This would be supplemented by fees and charges from forces and Police and Crime Panels (who would have had the HO core grant passed to them to make funding choices). In summary, on set up, consideration would need to be given to altering the current grant model, to include:

- Stepped down central funding, with reductions in direct grants being passed out to forces.
- A levy from all member organisations for the core activities of the delivery body which are then delivered at no transactional cost to member organisations (these core services would still be chargeable to non-member organisations)
- Establishment of transparent charges for all discretionary services offered by the delivery body (where member organisations and others could choose to invest or otherwise). The reliance on this element would increase as centrally derived funding decreased

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- The retention of core grants funding for those assets and services which are necessary but which would otherwise prevent the effective trading of the body. Once such aspect might be the resource cost investment required to maintain the mansion at Bramshill (if there is no compelling business case for the company to take it on as a viable financial concern) until such time as it was passed into a public trust.

Fig 15 indicative funding streams over first five years



This diagram, whilst it is not quantified, does show the fundamental shift in funding models over the period of the current and next Comprehensive Spending Review (CSR) period. The trajectories will alter vary according to specific area, but the trend would be followed in each case. It should be noted in the above that the 'levy' only kicks in once currently top sliced funding is passed back to forces in order that they can directly fund the venture. The widening of the allowable activities of the delivery body (through scoping for outsourcing and partnership working would increase the number of income streams and reduce the reliance of central or force based funding, whilst widening the market with which it trades. Widening the customer base needs to be balanced against operational credibility, the core mission (supporting policing)

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and preservations of tactical security, but a body freed from the limitations of the legislative framework of its precursors would allow for greater innovation, and entrepreneurial endeavour.

The basis of funding services in the future

In order to assess the future trajectory of funding, an initial analysis has been carried out of the current functions which are deemed to *potentially* be within the wider scope of *either* the Professional Body *or* the Integrated Delivery Body. There are **very** significant caveats attached to this (as outlined at the start of the chapter) which are also relevant here. The tables provided are not intended to provide a final funding model. They are, instead, intended set out the current position as per the 2010/11 budget delegation, identify the magnitude of the challenge, and suggest the changes required to the funding model. Significantly they also set out the qualitative benefits of the proposed changes to funding. In all cases, the costs shown do not include corporate overheads, infrastructure costs or capital. Any future costed model for the Professional Body and Delivery Body is dependent upon decisions in respect of other elements of the policing landscape and the preferred composition of new bodies. The notes below table 7 explain the limitations of this analysis and the figures quoted **do not** purport to offer an estimate the costs of future provision.

The analysis is clear. Whilst significant savings have already been made, there is a need to further reduce costs, remove duplication within forces and increase both income and customer base in order to move to an independently economically sustainable model going forward.

In terms of the delivery body, the options for altering the funding model for delivery functions are clearly set out in table 7 and 8, and provide a starting point for moving to a new model of delivery and charging. The model will vary according to specific requirement and the detail of this is dependent upon the eventual organisational structure, but a number of fundamental principles will apply. Whatever model is agreed, there will be a shift away from core grant (this being passed to forces) and an increase in subscription and transaction charges.

Table 7: 'As is' costs of Professional Body showing indication of future income and funding

		Current Funding Sources NB 2010/2011			Future funding options						
		Costs of delivery	Income from Forces/ External Bodies	Total NB Budget Delegation	Future funding options	Core Grant	Specific grant	Residual Subs./ Charge	Organisational subscription	Transactional (organisational) Charge	Benefits (Qualitative)
PROFESSIONAL BODY											
Core Requirement	Current ACPO Costs	1.675	1.125	2.8	Funding model moves to one where subscription predominates, enhanced by residual grant, and income generating activities	↘		↑	↑		Amalgamation of ACPO and NPIA infrastructure costs will reduce duplication
	Professional Registration and Accreditation			0				↑	↑		
	Design & National Curriculum (including QA)	2.5		2.5	Funding from training providers. Licensing activities	↘			↗	↗	This will align costs of design to delivery, increasing transparency.
	Police Promotions and Progression (Policy)	0.9		0.9	Funding from transactional charges from promotion products	↘			↗	↗	
	Research Activities (inc library)	2		2	Funding moved to a balance of reduced core grant and subscription for specific products	↘		↑	↑	↑	This will allow for valued services to be retained, and the value of each area to be tested with the service.
	EDHR	0.8		0.8		↘				↑	
	Practice Improvement	2.6	-0.1	2.5		↘			↗	↑	
TOTAL CORE PROFESSIONAL BODY				11.5							
Supporting requirement	Parliamentary support	0.2		0.2	Funded by reducing core grant, efficiencies identified by decluttering and simplifying landscape	↘					These are core support services, funded in part by membership, but with a reduced core grant. This will require greater efficiency to be found, sharing resources across a number of precursor functions.
	Policing Portfolio support	0.6		0.6		↘					
	Strategy Development	0.7		0.7		↘					
	Legal assurance of delivered services	0.5		0.5		↘					
	Workforce Strategy*	2.7		2.7	↘						
	POLKA and New Media	1.4		1.4	Funding moved to a mixed subscription / transaction based model. Opportunities to merge or pass out to external provider, or to expand service increasing income from other sources.	↘			↑	↑	Aligning cost with use, services which are valued are sustained.
	E-Learning capability	2.8	-0.4	2.4	↘			↑	↑	Cost of e-learning to be captured transparently	
TOTAL SUPPORTING PROFESSIONAL BODY				8.5							

Notes	
1	All figures are taken from the NPIA Service Risk Assessment or NPIA budget delegation 2010/11
2	These are resource costs only. The DB will need to take account of capital costs, which will only be known once estates costs and options for delivery of infrastructure have been clarified
3	All figures relate to the 2010/2011 baseline, and do not reflect the significant savings made by NPIA for 2011/2012. These figures do not include infrastructure or overheads. They relate only to the direct delivery costs of the functions stated. The funding requirements of the PB and DB will need to include these once calculated
4	The cost of change is not considered here
5	*figures for Workforce Strategy to be reduced to remove grant for special constabulary which ceases in March 2011

Key	
↓	Removal to zero over a number of years
→	No change
↑	Introduction from a zero base (transfer of grant to forces)
↘	Reduction (efficiency saving)
↘↘	Reduction (transfer away from central funding)
↗	Increase from current level
	Not applicable / No Change

Table 8: 'As is' costs of Delivery Body showing indication of future income and funding

	Current Funding Sources - NB 2010/2011			Future funding options	Future funding options					Benefits (Qualitative)		
	Cost of delivery	Income from Forces/ External Bodies	Total Net Budget Deficit		Core Grant	Specific Grant	Personal Subs/ Orgs	Organisational subscription	Transactional (organisational) Orgs			
Delivery Body - Curriculum and services												
Nationally required Specialist Training	Covert	2.9	-2.2	0.7	Core grant reduced significantly over time, delivery moved to a subscription and transactional basis. Increased competition and marketisation of non-specialist products. Increased customer base to take in functions from other precursors where appropriate. Retention of core specialist products.	↓			↑	↗	Increased marketisation of products. Removal of non core activities to other providers, DB concentrates on core High risk activities	
	Forensics	2.5	-2.4	0.1		↓			↑	↗		
	Search	1.1	-0.2	0.9		↓			↑	↗		
	POCC	1.9	-1.1	0.8		↘			↑	↗		
	Investigation & Intelligence	3.4	-2.2	1.2		↘			↑	↗		
	Command (new work)			0		↓			↑	↗		
	ICT Learning Programmes	0.5	-0.3	0.2		↓			↑	↗		
	Training Support (external markets)			-0.4						↗		Opportunities to widen business model, supporting core delivery
	Events & Conferencing	0.9	-0.9	0						↗		
International Development	3.7	-4	-0.32					↗	Greater alignment to HMG priorities and between international and domestic policing. Improved co-ordination			
Talent	Leadership - College	4	-0.2	3.8	↘				↑	Focus on police-unique "elite" delivery in partnership with academia. Other generic areas delivered externally or enter a competitive market		
	Leadership - Talent Management	2.8		2.8	↘				↑			
	Exams and Assessment	3.1	-0.5	2.6	↘		↑	↗	↗	Alignment of costs to beneficiary of products		
Total Training and Development		26.8	-14	12.38								
Operational Support	Specialist Operations Centre	1	-0.2	0.8	Reduction (but retention of an element) of core grant. Introduction of subscription and transactional charges. Potential increased income from wider sources.	↘			↑	↑	Better alignment with the service, delivering those services which deliver most value to users. Opportunities for forces to subscribe to core services, and top up with specific support	
	Crime Ops Support	2.4	-0.2	2.2		↘			↑	↑		
	Uniform Ops Support	2.1	-0.3	1.8		↘			↑	↑		
	Capability Support	2		2		↘			↑	↑		
	CWB	1	-0.1	0.9		↘	↗					National services sustained for the benefit of the service in general. Opportunities for forces to purchase specific additional support if required
	Serious Crime Analysis	2		2		↘	↗			↑		
	Strategic Ops and Interoperability	1	-0.7	0.3		↘						
	Specific ACPO Support (Protective services CCD)	0.3		0.3		↘						
	National Missing Persons	1.1		1.1		↘	↗			↑		
	National Injuries Database	0.2		0.2		↘	↗					
Cold Case Reviews	0.1		0.1	↘	↗							
Criminal Justice Support	0.5		0.5	↘	↗			↑				
TOTAL OPERATIONAL SUPPORT		13.7	-1.5	12.2								
Capacity & Efficiency	Workforce Programmes	1.1		1.1	Sustained (but reduced by efficiency) of national grant	↘					Reduction in core funding requirement, greater efficiency, whilst sustaining a national support provision where local fragmentation leads to increased cost and loss of coherence	
	CE	0.4		0.4		↘						
	NHP	1.4		1.4		↘						
	Quest and Continuous Improvement	0.6		0.6		↘						
	Forensics Programme	5.5		5.5		↘						
TOTAL CAPACITY AND EFFICIENCY		9	0	9								

Funding the Professional body – a worked example

Whilst it is only possible to provide a direction of travel at this point for the delivery body it is however possible to provide an analysis of the potential funding options for the direct costs of the Professional Body. The tiered approach to membership fees is shown below. Again, as per other bodies, this would be channelled first into maintaining support, secretariat and registration functions.

The proposed year income is a minimum estimation of **£16.3 million** based on a **one off registration fee per member (to offset administration costs) and an annual membership fee**. This has the potential to be increased through the incorporation of a wider range of 'Associate' members (for example, Scottish police force members, retired police service members, and in future international police staff) The fees presented are based on examination of fees associated with professional bodies such as the General Medical Council (GMC), Nursing and Midwifery Council, and the Health Professions Council. Total year one income is based on 2009/10 police officer and staff numbers. However, to calculate income over the 2010/11 to 2014/15 CSR period, the following factors will need to be examined and incorporated:

- The police officer recruitment freeze which commenced in 2009/10 on a force by force basis for an average of two years means that 'normalisation' of figures will not be seen until 2012/13
- Along side the recruitment freeze, the decisions being taken by forces to cut officer and staff numbers will need to be incorporated into CSR income calculations.
- Similarly, future income projection will need to incorporate promotion predictions; particularly in tier four (attested constable) to tier three (sergeant and Inspector)

Eligibility of police staff (based on assumption that not all staff will be eligible or wishes to join by virtue of membership of other professional bodies such as CIPD)

Table 9: Potential funding through membership fees

Possible Tier	Rank	Headcount 2009/10	Potential Annual Membership Fee £	Total Year One Income £	Note
One	ACC - CC	223	250	5,5750	needs exact numbers and qualification
	Chief Officer Level Staff	n/k	250		
Two	Chief Superintendent	473	100	47300	needs exact numbers and qualification
	Superintendent	1030	100	103000	
	Chief Inspector	1978	100	197800	
	Senior Management	n/k	100		
Three	Inspector	7298	75	547350	needs exact numbers and qualification
	Sergeant	23358	75	1751850	
	Middle Management	n/k	75		
Four	Qualified Constable	111670	50	5,835000	
Associate	PCSO	17198	25	429950	
	Designated Officer	3971	25	9,9275	
	Special Constabulary	15505	25	387625	
Retired	Practicing with Professional Accreditation		150		
	Associate: Non practicing		50		
Total Membership income				9,607,250	excludes unknown income (police staff, retired officers)

Table 10: Total year one potential income

One Off Registration Fee	Serving Police Officers	182704	30	5481120	Assumption of 50% of police staff qualifying and applying
	Police Staff	86763	30	1301445	
Yr One Income: Registration				6782565	
Yr One Income				16,389,815	

The core and supporting functions of the Professional Body as highlighted above would be funded through a combination of personal subscription charges, fees for services received from the Professional Body, along with a much reduced grant. The table below shows how a mixed funding model might look in the future, applying the same caveats as for tables 7 and 8

Table 11: Potential mixed funding model- Core Professional Body

	Potential Funding Streams						
	2010/11 (£m)	Future assumption 20% Savings (£m)	Subs (£m)	From Fees (£m)	From Deliverers (£m)	From HO Grant (£m)	Total (£m)
Current ACPO costs	2.8	2.24	2.24				2.24
Professional Registration and Accreditation	0	0	Tbc				
Design and National Curriculum (Incl. Quality Assurance)	2.5	2		1.0	1.0		2.0
Police Promotions and Progression (Policy)	0.9	0.72	0.36		0.36		0.72
Research Activities (incl Library)	2	1.6				1.6	1.6
EDHR	0.8	0.64				0.64	0.64
Practice Improvement	2.5	2	2				2
Total Core Professional Body	11.5	9.2	4.6	0	1.36	3.24	9.2

Table 12: Potential Mixed funding model- Professional Body Support Functions

	Potential Funding Streams						
	2010/11 (£m)	Future assumption 20% Savings (£m)	Subs (£m)	From Fees (£m)	From Deliverers (£m)	From HO Grant (£m)	Total (£m)
Parliamentary Support	0.2	0.16				0.16	0.16
Policing Portfolio Support	0.6	0.48				0.48	0.48
Strategy Development	0.7	0.56				0.56	0.56
Legal assurance of delivered service	0.5	0.4				0.4	0.4
Workforce Strategy	1.7	1.36				1.36	1.36
POLKA and New Media	1.4	1.12		1.12			1.12
E-Learning Capability	2.4	1.92		1.92			
Total Support Function Professional Body	8.5	6	0	3.04	0	2.96	6
Total	20.0	15.2					15.2

Implementation Costs

Analysis by the National Audit Office in March 2010 and the Institute for Government in its 2010 report ‘Making and Breaking Whitehall Departments; A guide to the machinery of government changes’ states that the costs of ‘A new policy department and a mid-sized merger to be representative of the costs incurred in most department changes – roughly in the neighbourhood of £15m.’⁵³

Whilst this figure refers to the average costs of changing government departments, for example the creation of the Department for Innovation, Universities and Skills (DIUS) in 2007, the approximate costs of establishing the NPIA, which took two years, were in the region of £14 million. This figure comprised *approximately* £3 million in staffing costs, and *approximately* £11 million in transition costs.

Calculation of exact figures for implementation of this review is obviously dependent upon acceptance of all or part of this review. It is therefore not appropriate to

anticipate transition costs at this stage. In terms of resourcing implementation, we have taken as a basic cost guide the resource costs associated with producing this review. Whilst these have not been formalised, the staffing costs over a four month period were in the region of £180,000; which comprised myself and two members of NPIA staff allocated full time to the review as well as a number of staff drawn from across the agency on a 25%-50% of time basis. The latter group included seconded police officers and one contractor (already in employment). In recognition of the tight time schedule that we anticipate will be required (guided by the phasing out of the NPIA in 2012 and the establishment of the NCA in 2013) what is presented below represents is a '*gold plated*' implementation project, whereby maximum resources are allocated in order to achieve results in minimum time allocation Using the staffing model allocated to the review, but allocated to work 100% time on the implementation produces staffing costs annually of **£1,4m**. We have calculated this cost on the assumption that assumes that the bulk of the work will fall to the NPIA staffing, though it has assumed the inclusion of Home Office staff. Associated costs of travel and subsistence, conferences and meetings as well as incidentals associated with the review were in the region of £9,800 over four months. This would produce annual cost of £29,400. I would however, suggest that this is a very conservative figure for what could be a major transition programme. Initial figures suggest therefore, indicative resourcing costs of **£2,9m for the implementation programme.**

The model at table 9 sets out both the annual subscriptions, covering ongoing delivery costs, and also the one-off registration costs. Consideration may be given to utilising a proportion of these one-off receipts to assist in the funding of the set-up and implementation costs. This would however require careful timing, as the implementation costs would be incurred prior to the receipt of registration fees.

Part four: Specific Savings

Whilst detailed savings are not possible in all cases, the following section sets out a number of areas where quantifiable savings can be made. These all relate to specific elements of delivery, and it should also be remembered that there are

significant efficiencies to be achieved by the consolidations of currently separate activities.

Police Initial Qualification Savings Profile

Apart from the savings to be achieved through reduction in duplication between current functions, the first and most significant savings we have identified are those associated with implementing the **Police Initial Qualification (PIQ)** which represents the foundation of the professional development model. The savings arising from pre-qualification entry requirements have been calculated as follows:

- The calculated savings are based on the total attendees and not the number of successful candidates
- Various options are based on actual 2009/10 attendees and average 2004/5 to 2009/10 attendees; and force savings of £8,500 for Force 1 and £36,769 for Force 2 per attendee
- Savings exclude Estates / Premises related economies, which would be achieved by a combination of reduction of requirement by the new model, and the consolidation of relevant estate into the delivery body

Although we are indicating a very high level of savings here, these would need to be counter - balanced by additional investments in bursaries, positive action programmes and support which we have not yet costed. However, the further a force moved towards a complete pre-entry qualification approach the more that the savings – which are largest with the full pre-entry model – will need to be balanced by such investments to ensure that the force is able to secure a diverse and representative workforce. Some savings – from freeing up estates costs and reducing the workforce – would also incur costs to realize and we have not costed in these because they are so dependent on the individual circumstances of local forces. There is also substantial potential for rationalisation of force estate costs and for Learning and Development regionalisation approaches

There is the *potential*, therefore, for Annual force savings range from £40.1m to £530.7m

Table 13: Calculation of Police Officer initial training by Attendee/ Successful Candidate Ratio 2005-2010

Year	Total Attendee's	Successful Candidates
1/11/2009 – 31/10/2010	4721	3457
1/11/2008 – 31/10/2009	19432	12632
1/11/2007 – 31/10/2008	18439	14271
1/11/2006 – 31/10/2007	16066	5499
1/11/2006 – 31/10/2006	16287	7621
1/11/2004 – 31/10/2005	11656	7219
Mean Average	14434	8450

Table 14: Potential pre-qualification savings per probationer as notified by forces (see note) Excludes Estates / Premises related savings

Indicative Savings	Force 1: Minimum savings prediction £8500 per candidate £	Force 2: Maximum Savings prediction £36,769 per candidate £
Average Attendee's 2009/10	40,128,500	173,586,449
Average Attendee's 2004-2010	122,699,000	531,012,420
Average successful candidates 2009/10	29,384,500	127,110,430
Average successful candidates 2004 -2010	71,825,000	310,867,050

Potential Grant Savings at the Centre in Senior Leadership Programmes (SLP) through offset and charging.

Using the 2009/10 figures as a baseline, the initial profile for senior leadership programmes is based on costed out models which pass on 25-100% of cost to forces. It is intended that this would then give way to the new professional development model which culminates in the Senior Management in Policing (SMIP) qualification

A 100% offset of the Senior Leadership Programme would 'save' £0.130m and from the Foundation for Senior Leadership (FSL) £1.219m representing a total cost to the centre of **£1.349m**. Savings are based on direct NPIA costs only

Table15: Costings for Senior Leadership Courses 2009/10

Course/module	Direct allocated Cost per course 2009/10 £	Courses run 2009/10	Toal Direct Annual Cost 2009/10 £
Snr Leadership Programme (SLP)			
PPSI	30,212	4	120,848
Executive	3,900	2	7800
Business Skills	1,420	1	1,420
Total			130,068
Foundation for Senior Leaders (FSL)*			
Media Encounters	15,537	3	46,611
Executive	21,780	23	500,940
Business	21,580	17	366,860
Professional Policing Skills	21,776	14	304,864
Total			1,219,275
SLP & FSL Total			1,349,343

* FSL 2010/11 comprises 3 modules: Executive, Business and Policing Skills - this is an automatic reduction of £46, 611 on 2009/10 costs

It should be acknowledged that the figures shown above are historic and do not show the current situation. Two items of note are that whilst the budget for the College for the above items only has reduced from a start point of approximately £3.4 million in 2010/11 to £2.6m for 2011/12, an increased number of courses are

planned for delivery; this is due to moving from a design into a delivery phase for the majority of the products, less use of consultants and associates and not filling held vacancies.

Therefore the total budget to deliver these senior courses is now £2.6m and the deliveries are shown below.

Table 16 Current Delivery of Leadership Training (excluding SCC)

		2010/11		2011/12	
Course title	Module	Deliveries	Delegate capacity	Deliveries	Delegate capacity
Leading Powerful Partnerships	n/a	7	48	4	50
FSL	Executive	23	20	17	24
	Business	17	20	13	24
	PPS	15	20	16	15
	Specials	11	20	13	16
SLP	Executive	2	24	15	24
	Business	1	24	6	24
	PPS	4	24	8	24
	EDHR	9	24	15	24
	FNFM	16	16	12	24
Total	-	105	-	119	

Savings from Sergeant and Inspector assessment centres

Here we looked at the potential to initially offset costs for Sergeant and Inspector training provision. Again, we looked at 25-100% ratio of centre to force or individual. Current offset costs could achieve **Savings at the centre range from £0.340m to £1.361m**

Table17: Current costs Sergeant and Inspector assessment centres

Level	Cost per candidate 2009/10 £	Candidates per year	Total Annual cost 2009/10 £ (borne by NPIA)
Sergeant part 1	33.34	9,500	316,730
Sergeant part 2	124.12	3,500	434,420
Total			715,150
Inspector part 1	78.64	3,200	251,648
Inspector part 2	385.22	930	358,255
Total			609,903

Table: 18 Models of funding and related savings costs Sergeant and Inspector assessment centres: Individual offset

Offset Funding options – per candidate	Sergeant Part 1 £		Sergeant Part 2 £		Inspector Part 1 £		Inspector Part 2 £	
	Centre	Ind/Force	Centre	Ind/Force	Centre	Ind/Force	Centre	Ind/Force
75/25 (Centre/Individual or force)	25.03	8.31	93.06	31.03	59.98	19.66	288.91	96.30
50/50 % (Centre/Individual or force)	16.62	16.62	62.06	62.06	39.32	39.32	192.61	192.61
25/75% (Centre/Individual or force)	8.31	25.03	31.03	93.09	19.66	58.98	96.30	288.91

Table 19: Models of funding and related savings costs Sergeant and Inspector assessment centres: National Offset

Total Annual Offset Funding options – savings to centre	Sergeant Part 1 £	Sergeant Part 2 £	Inspector Part 1 £	Inspector Part 2 £
75% Centre costs	23,7547.5	325,815	188,736	358,255
50 % Centre costs	158,365/	217,210	125,824	179,127.5
25% Centre costs	23, 7547.5	108,605	62,912	89,563.75

Chapter 8: Making it happen

In this final chapter of the Review, I have concentrated on setting out how this Review's recommendations might be implemented. In the terms of reference I was asked to produce a costed implementation plan and I have done my best to do so. This is with the caveat that, at the time of writing, there has not yet been final agreement on the delegations to NPIA (and, the NPIA has not yet agreed budgets and plans for decommissioning and charging), the 2011/12 grant figures for Police forces and the grant to ACPO from the Home Office and APA. I have also had to make assumptions about the final decisions on the approach to the transition of the functions of the NPIA into the future. I have primarily concentrated on the implications of an approach which would see the creation of a Professional Body and the associated development of an Subsidiary body to deliver national learning, leadership and support to its commission. I am mindful of the fact that all of these discussions will need to take place in the context of the wider considerations around preserved national functions.

I have tried to set out the overall approach to implementation in a series of short (4-15 months), medium (15 months-3 years) and long-term (3-10 years) stages. A significant number of those that we consulted during the review were anxious to see rapid progress and clear early benefits from the Review and its implementation. From the experience of creating, vesting and developing the NPIA, there is a danger in expecting 'quick wins' before new institutional structures, their people and financial systems are properly established. As seen through experience of the NPIA, the true value of the approach takes some years to fully mature. However, there are some wins to be had in this case by stopping work that will not be required, refocusing resources and clearing the undergrowth of unnecessary meetings and governance.

Report Submission to four months; Implementation arrangements

: It is crucial that there is an early strategic decision on the main recommendations, particularly those relating to the establishment of the Police Professional Body. There is a dependency between timing of the setting up of the Professional Body and the

phasing out of the NPIA, which the government's Consultation document has proposed to effect in April 2012. There are staff and functions that will need to transfer across to the Professional Body from the NPIA, whichever model of delivery body is chosen. Past experience suggests that setting up the financial systems and sorting out the human resource implications of such a transfer will take at least 18 months. The clock is already ticking.

Subject to an early political decision to support the establishment of the Professional Body, it is vital that a structure for implementation is put in place quickly.

Recommendation 13 that an Implementation Programme is commenced to carry forward the Review at the earliest opportunity.

Recommendation 13(A) I would also recommend that the Implementation Programme is structured as if it were the Shadow Professional Body, with a joint leadership from ACPO, Superintendent's Association and Police Federation, led by a Chief Officer. An experienced, independent, Non-Executive Director should be nominated by the Home Secretary from the outset, mirroring the proposed Professional Body structure.

The Programme team will need support from ACPO, NPIA and the Home Office. It will need to produce a detailed business case, which develops the outline case provided by this review, a programme plan to achieve Chartered status in 2012 and transfer functions from NPIA. I advise that NAO guidance as detailed in their 2010 document 'Reorganising arms length bodies; Good practice principles for implementation'⁵⁴ is utilised. The Implementation team, should draw on specialised assistance with the following: financial modelling for the Professional Body and Integrated Delivery Body (this may well need to be external support, particularly from the Home Office); and transitional HR implications. Whilst our initial scoping has suggested that there are no immediate primary legislative requirements for creating a Chartered Professional Body, there may be some secondary regulation changes that will need to be made. I would suggest that, based on experience of the past, we draw widely on the experience and personnel within the existing precursor organisations that have knowledge of both the specialist areas and the development of a new organisation. I

would also suggest that the implementation team utilises and draws on the expertise of the NPIA team who have assisted me in this review.

In parallel to the political decision-making, ACPO, PSAEW and the Police Federation and UNISON (representing police staff) will need to consult their own memberships to secure a mandate to proceed in principle. ACPO is particularly important in this process. Whilst the ACPO President has been carefully consulted and involved in this Review and there has been a very full and open debate at the Association's Autumn Conference in November, the implications for ACPO are far-reaching. Furthermore, ACPO is in a difficult position in securing its own funding to continue its work, which, as we have set out above, is critical to the new Professional Body. Supporting ACPO through this transition will be a vital part of the Programme. At present, the major part of ACPO's running costs are provided by 2 grants from the Home Office and the APA. There will need to be some additional support in order to enable ACPO to support the Programme effectively

Recommendation 14 that funding be provided against ACPO's agreement to the nomination of the Non-Executive proposed above to the current ACPO Board, providing transparency and enhancing governance in the transition.

Furthermore, I propose that the Home Office, either wholly through a top slice or jointly with the APA, confirm ACPO's grant for 2011-12 at the earliest opportunity.

Clearing the undergrowth and moving towards shadow structures: There are some savings that can be realised quickly. The undergrowth of national meetings, which I have outlined in chapter three should be wound down quickly. It would be a very serious mistake to try to carry forward the changes proposed in this Review through the existing governance machinery. The governance and the meetings it supports have been designed for the past, not the future and implementation should take full consideration of the work being undertaken by ACPO and the NPIA into the review of doctrine (see recommendation 3). Despite the best intentions of the members, past experience suggests that the institutional inertia of the past will obstruct progress for the future. The current meetings should be required to conduct

a staged wind down, risk-assessing their outstanding work programmes and providing the Programme team with advice as to what could be decommissioned and what should be migrated into the Professional Body. As this process gathers pace, the Programme should set out new, simpler shadow Professional Body structures that should start picking up the work that needs to continue through 2011-12. The aim being that, by the time the Professional Body is chartered and formally in being, the structures for running its professional business are already largely in place and have been rehearsed in a way that will allow it to hit the ground running.

International Partnerships: I have mentioned the prospect of the Professional Body creating a national partnership with a world class academic institution for the national programmes in particular. I would suggest that the piece of work to scope this and create a vehicle for such an approach needs to be an early piece of work. It will very important to resolve the future of the estate and, in particular, of Bramshill at an early stage. The sooner the academic partner can be identified, the sooner the Professional Body is likely to move beyond the existing ways of doing business. Making this shift to a different way of delivering national programmes will be a very strong statement of intent for the whole approach and should set the tone for the local and regional partnerships with Higher Education and other providers which this Review envisages.

Talent Management: One piece of work that needs to be given urgent attention is the rapid development of a talent management framework for the police service. This is particularly urgent given that the financial challenges that face the police service in 2011-12 and beyond are forcing some unpalatable decisions about staffing, promotions and support for development. Our Review has suggested that these are not always being supported by the best practice in talent management approaches. Talent Management becomes even more important in hard times. I would strongly encourage a programme of workshops and practice sharing supported by the rapid development of an initial framework within months. The NPIA has been undertaking a substantial amount of work on workforce planning and talent management that should provide a foundation for this.

Financial year 2011/12:

The most important task for 2011-12 is to agree the constitution and business plan for the Police Professional Body, building up to the process of applying to the Privy Council for a Charter. ACPO has already done some initial work on this. The key to success, from our research across professional bodies, is to work towards a Charter that sets the principles of the Professional Body, without over-constraining future development. Alongside the formal work to agree the constitution, there needs some professionally supported work to develop the business model for what is legally a company. We have included costs for this work in the costs for the Programme.

As the revamped business structures start to replace the existing meeting structure, there will need to be a high priority accorded to the following pieces of work:

- The registration process, including the initial membership fees, the transitional approach to recognising the qualifications of existing members of the police service and the framework for continuous professional development
- The Police Initial Qualification: it is important to take advantage of the current breathing space, created by minimal recruitment because of financial restrictions. The PIQ needs to be in place quickly – preferably by 2012 – so that, as forces begin to recruit again, they can make effective choices about the approach they want to take to deploy the PIQ. The qualification is also critical to the process of registration
- The Frontline Management Qualification: The current qualifications will need to be in place for 2012 (it would be impossible to change the current processes, materials and candidate expectations faster), but the work should aim to replace them with the new qualification in 2013. The ability to streamline the current national support will enable some cost savings to be realised.
- The Senior Management in Policing Qualification: the current PNAC and SCC process should run one more time in 2011-12 and then the new qualification, National Assessment, appointment and post appointment SCC development programme should replace it.

- The lateral qualification structure: initial work should focus on identifying the existing qualifications, such as PIP (Professionalising the Investigation Process), which might be revised and retained. Most will need a stern and steely examination of the assessment process and a greater emphasis on peer review with a lighter touch. Over the next 3 years all the major areas of policing should be carefully mapped to identify the key steps from a general level of knowledge and skills, to expertise.

Given that there will be some strong stories about a very different landscape, it would also be worth exploring with the Police Executive Research Forum and other international partners whether early progress could be made on the development programme for Chief Officers considered suitable for the most challenging posts. There might be particular relevance in making early progress here given that there are lessons from the US and elsewhere for Chief Officers working effectively with local elected politicians. Given the very challenging fiscal environment in the UK and US, it may be that the first such venture will need to explore the scope for sponsorship support.

Alongside this, the financial year 2011/2012 will need to see the detailed planning for the creation of the delivery body. There are some key early issues that will need to be resolved by the Programme:

- An objective assessment of the viability of the National College and, if the approach chosen is to move from Bramshill and enter a partnership with a University, then there will need to be careful assessment of the options both for Bramshill and for the future. If the decision is taken to remain at Bramshill then a rapid solution will need to be found to the maintenance of the Grade 1 listed estate that does not provide a constant and unsustainable financial burden on the Delivery Body.
- A financial model for the new delivery body, which matches delivery needs to funding requirements and identifies the staff, support and estates required.

- A business plan which is agreed with the Home Office as to how the delivery body will transition from some initial grant funding from the existing NPIA funding envelope to a mixed charge, fee and levy model.
- A shadow Board to be appointed to enable the Programme to hand over functions as decisions are finalised.

In the event that the Professional Body and the Delivery Body are not ready by April 2012 – and the timescales are very tight – early consideration needs to be given to extending the NPIA's phasing out until either October 2012 or the end of the financial year 2012/13.

3 years and beyond

The Professional development programme for managers and frontline staff should be in place. The new Police Initial Qualification will allow forces to streamline their recruitment and initial training as recruitment picks up in Year 3 of the CSR. Managers are coming through the new frontline manager's qualification. With the Senior Management in Policing well under way and the first post appointment Strategic Leadership programme in place, a new generation of senior leaders begin stepping into their roles.

With all members of the police service now members of the professional body, the Professional Body is developing into a strong and established part of public life. It has already begun building an international network to ensure that policing in England and Wales is able to benefit from the best practice from across the world.

Eight (A) : Summary recommendation themes, impact and cost implications

Recommendation	Governance		Professionalisation		Delivery		Finance		Ratification of landscape		Potential costs and savings		Note
	Before	After	Before	After	Before	After	Before	After	Before	After	Before	After	
Creating a Professional Body for Policing	There is no Professional Body for Policing - the 'profession' of policing is divided between different staff associations and national groups and bodies	A single, national, professional Body for policing in England and Wales; accountable and transparent which encompasses the whole police service	There is no Professional Body for Policing the 'profession' of policing is divided between different staff associations and national groups and bodies	A single, national, professional Body for policing in England and Wales; accountable and transparent	A multiplicity of overlapping groups and bodies charged with different aspects of the profession	A single body with clear governance structures and ability to set clear and strategic delivery priorities	Duplicated costs between different national bodies	Significant opportunity to reduce duplication of costs between HO, NPIA, ACPO and other bodies	There is no Professional Body for Policing - the 'profession' of policing is divided between different staff associations and national groups and bodies	A single body with clear governance	£2.8M implementation costs (resourcing). NAO advise £15m in transition costs for new NDPB or medium govt department	<i>Potential offset by first year income - predicted minimum income £11.3m.</i> <i>Core 'as is' costs of PB are £11.5m - with supporting functions this rises to £20m</i>	Advance funding could be offset by year one membership income. However Potential shortfall in region of at least £3.7m Post yr one membership income predicted at minimum £4.5 m. Potential to charge out (and therefore offset) knowledge functions such as Library). Professional Body to move to non core funding model
Streamlined governance via the Professional body	Mixed model with multiple commissioning and governance routes	All Work Groups joined and aligned via the Professional Body governance structure All commissioning is generated via the professional body, and therefore from the professional leadership of the service. Creation of consistent accreditation of registration of professional practice	Lack of clarity over ownership of commissions, accountability and responsibility	All commissioning is generated via the professional body, and therefore from the professional leadership of the service. Creation of consistent accreditation of registration of professional practice	Delivery of national functions currently split between ACPO, NPIA, Home Office and other bodies.	Clear delineation between PB and DB. Clear roles and accountabilities. Model which allows for scrutiny, accountability at national and local levels.	Funding is an historic mixture of core grant, specific grant and subscription	Clarity of funding models for the PB. Reduction in duplication and back office functions	Multiple governance bodies, many with overlapping territory	Fewer, better aligned and joined up series of governance mechanisms within the professional body and the service	At least 142 meetings in Training Leadership and Development id'd by NPIA. 13 ACPO Business Areas, 110 Portfolios, 236 Work groups	<i>Significant efficiency costs saved in travel, manpower - needs proper audit across pertinent landscape to cost. Represents potential cost effectiveness and efficiency benefits.</i>	

Recommendation	Governance		Professionalisation		Delivery		Finance		Rationalisation of landscape		Potential costs and savings		Note
	Before	After	Before	After	Before	After	Before	After	Before	After	Before	After	
Creation of a delivery body for preserved national services	Multiple governance models depending upon curricular area	The service, via the professional body owns the specification, irrelevant of where it is delivered.	Unclear mandate for some aspects of national provision leading to loss of professional voice	The best expertise within the service can be deployed across a range of delivery functions.	Duplication of delivery in a number of organisations	A delivery body which brings together similar activities from a range of precursor organisations,	Inconsistent charging model	Reduction in duplication	Multiple points of delivery for similar services within policing	National services are delivered only where strict tests are met	<i>Current costs indicative costs assigned to People and Development in region of £39m (through HO and force income)</i>	<i>Delivery Body cost on 'as is' basis projected at £26.8m</i>	This does not necessarily represent a saving on existing costs as functions are divided between Professional and Delivery Bodies
			The police service owns delivery only where necessary, passing out delivery of activities where it is operationally and financially beneficial so to do			Significant benefits from sharing expertise across a range of disciplines.	Inefficiency of multiple central providers	Increase in real choice over provision of service		Operational and market tests are key determining factors.		<i>Intention is to move towards an offset/income based model.</i>	Intention to move to charging out/cost recovery model. Business plan development to test income generation - eg for International Academy
						Opportunity to make more structured use of partner and private delivery models		Model allows for charging for services					
Police Initial Qualification	No single national body accountable and legally set up to provide a mechanism for the strategic review and development of entry to policing. No nationally set minimum entry requirement	A clear, national standard for registration as a police officer and entry to the police service	No process of professional registration and qualification	The start of a through-career professional development model built upon nationally agreed minimum standards in recognition of policing as a profession. Also places greater responsibility on the individual	Disparate approaches, with national entry exam (SEARCH) but delivered by forces in house requiring maintenance of training estate and intensive 16 week pre entry course	A national approach with nationally agreed governance and standards which can be locally or regionally delivered with greater flexibility in partnership with other forces as well as FE and HE	All costs of training are borne by the force	A framework that allows forces to share (potentially much reduced) costs with individuals and through different delivery models	Disparate range of approaches to probation and appointment to constable which does not necessarily allow for clear national flexibility of workforce	A clear framework of national standards and delivery of initial police professional development Greater opportunity to invest to serve locally or nationally through strategic workforce planning	<i>Approximate cost per individual candidate through to completion of probation is £100,000. Note 2 year freeze on police recruitment as 'norm'</i>	<i>Estimated savings though PIQ range from £8,500 to £36,700 per candidate - savings will be driven out by level of engagement with PIQ process.</i>	This needs to be tested by establishment of national baseline. There is a need to assess variables such as the current police training estate (national and force)
New Management Qualification for frontline Leaders	2 Parallel processes of promotion and 2 distinct promotion processes for Sergeant and Inspectors	One single national management qualification	Exams almost wholly focussed on legal knowledge with no required management in policing qualification	A qualification for police managers which reflects modern day policing business needs	Two programmes: OSPRE and WBA running in parallel	A single national framework of qualification	Substantial increased costs from 2 parallel processes which fail to offer good VFM or cost effectiveness	Opportunity to drive out significant savings to forces through costing ratio	2 parallel promotion processes at 2 different ranks	One single national management qualification	<i>Current 'as is' costs for Sergeant/ Inspector assessment is £1.361m</i>	<i>Initial move to cost recovery model on ratio of 25% cost to centre/75% to individual or force £0.340msaving on core grant provision</i>	Movement towards new management qualification will consolidate what is currently a 4 part assessment process and reduce current costs. These would again be offset by charging out

Recommendation	Governance		Professionalisation		Delivery		Finance		Rationalisation of landscape		Potential costs and savings		Note
	Before	After	Before	After	Before	After	Before	After	Before	After	Before	After	
Senior Management in Policing Qualification (SMIP)	National programme of courses which has not been effectively mandated	A national standard for policing which is universally applicable	A loose adherence to standards of training and development of senior police	A national standard which recognises modern day policing business needs and represents continuation of professional development approach	National programmes delivered centrally with high costs and abstraction of officers	A national approach with nationally agreed governance and standards which can be locally or regionally delivered with greater flexibility in partnership with other forces as well as FE and HE	Core grant provision of national courses with variable take-up and poor cost effective returns	Opportunity to drive out significant savings to forces through costing ratios and revised delivery partnerships - with greater onus on individuals an	A patchwork of local and national provision with no clear standard applied Greater opportunity to invest to serve locally or nationally through strategic workforce planning	A national standard which sets clear guidelines for senior professional development	Current 'as is' costs for SLP and FSL assessment is £1.35 million	Initial move to cost recovery model producing saving on core grant provision	Movement towards new management qualification will consolidate and reduce current costs. These would again be offset by charging out and movement to partnership working with HE and private sector partners
Streamlined Strategic Senior Selection appointments and training processed	Uncertainty over clear ownership of process (national, force and individual) and who has decision rights to adjust	Clarity and direction set through ownership by Professional Body	Process has become focussed on pass/fail mentality rather than senior professional development and measurement	Greater emphasis on selection to encompass ready now as well as potential and opportunity to develop and hone the most senior policing skills requirements	Complex, multi stage approach to selection and appointment	Simple, defined and structured four stage process	A costly process which is not VFM or cost effective as an investment in the most senior personnel who do not/cannot secure appointment at appropriate rank	Simple process with opportunities to streamline costs and drive out cost effectiveness and VFM	Multi stage with a lack of join up between individual and force expectation of outcomes	Simpler process with greater clarity of expectation with reduced process and defined input/output. Greater opportunity to invest to serve locally or nationally through strategic senior workforce planning		Looking to recoup costs and drive out savings through economies of scale . Will create greater efficiency and reduce bureaucracy	

Eight (B): Suggested Actions, Implementations and Tasking arising from the Review of Police Leadership and Training

Summary

Timescale	Actions	Initial Risks
<p style="text-align: center;">Now</p> <p>(Submission to 1 month)</p>	<p>That the Review is sent to police staff associations, APA, Home Office, IPCC, HMIC and other relevant parties for consultation</p> <p>Review team to make all relevant documents available under FOI</p> <p>Identify Implementation team drawn from Learning and development, finance and business change specialism</p> <p>Establish governance board to oversee implementation which is aligned to the NPIA project board within the Home Office.</p> <p>Steering group is established to oversee and submit application to Privy council</p>	<p>That the Review is not implemented.</p> <p>That resources are not made available – financial or people – particularly specialist</p> <p>Clear ownership is not identified for implementation or ownership of application process</p>

<p>Post Consultation (1-4 months)</p>	<p>Compile and publish programme implementation plan. This should encompass and match national timetable for phase out of NPIA, establishment of NCA and government decisions re: NPIA functions (R12, 12 A) (1- 3 months)</p> <p>That Detailed Business cases be established for Professional Body and Delivery Body models. (1-4 months)</p> <p>Economic and charging models will need to be developed using the data below in order to generate core data for business plans</p> <p>This will require access to all force</p> <ul style="list-style-type: none"> -Learning and development plans, -Learning and development budgets -Force training estate assessment -Post force grant budgets -Police promotion patterns – including secondments and temporary promotions -Recruitment and retention projections - Resource patterns <p>(This will enable a national baseline to be created) (4 months)</p> <p>Full business cases to be worked up to consolidate and confirm</p> <ul style="list-style-type: none"> -show implementation costs -current and potential estates costs -Test savings potentials identified <p>(4months)</p>	<p>Delays in publication lead to knock on delays in future implementation planning</p> <p>No data, or incomplete data prevents establishment of baseline figures for accurate projections and economic models</p> <p>Lack of support from one or</p>
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	<p>That application process for establishment of chartered professional body for policing details proposed membership structures in consultation with staff associations and unions</p> <p style="text-align: right;">(1-4 months)</p> <p>Application is formally initiated and submitted</p> <p style="text-align: right;">(4 months)</p> <p>Continued implementation of simplified and streamlined PDR process (R.6)</p> <p style="text-align: right;">(3 months)</p>	<p>more staff associations leading to potential lack of representation of professionalism for whole police service</p> <p>Process is delayed thereby preventing formal establishment of Professional Body</p> <p>Opportunity to set exemplar standard across the service is missed</p>
<p>Medium Term</p> <p>5 -12 months</p>	<p>Development and delivery of opening Business Plan for Professional Body (and Integrated Subsidiary Delivery Body) which should include indicators of</p> <p>Final Structures Resourcing Funding (Income , revenue, costs etc)</p> <p>ACPO to appoint independent non executive directors to Board ahead of transition to Professional Body (R2)</p> <p style="text-align: right;">(6-8 months)</p>	<p>Lack of blueprint for progression of implementation</p> <p>Delays to establishment of transitional functions due to lack of clear direction.</p>

	<p>Creation of an overall professional development approach which adopts the four core elements of police training (R4)</p> <p style="text-align: right;">(12 months)</p>	<p>Potential delays in transitioning existing leadership development at all levels</p>
<p>Longer Term 12 – 18 months</p>	<p>Establishment of shadow functions to mirror professional standards and delivery functions as new policing landscape is embedded</p> <p style="text-align: right;">(12 months)</p> <p>Transition of functions to transitional Professional Body and Delivery Body</p> <p>(12-21 months)</p> <p>Establishment of the Police Initial Qualification ahead of transition to Professional Body ownership (R3, 3A)</p> <p>(12 -18 months)</p> <p>Clear qualification requirement for senior management (Senior Management in Policing qualification (SMIP) (R7) with PNAC and SCC continuing to transition (R8)</p>	<p>Phase out of NPIA occurs in April 2012 without clear transition to other bodies.</p> <p>Failure to define clear models of PIQ lead to disjointed professional development model as well as potential advantage in implementation during hiatus in recruitment</p> <p>Lack of national clarity and</p>

	<p>(12-15 months)</p> <p>Professional Body should take over the prime responsibility for the executive search process (9, 9A)</p> <p style="text-align: right;">(21 months)</p> <p>Development of an international partnership programme (R10)</p> <p>(12-18 months)</p>	<p>ownership of chief officer level recruitment and promotion</p> <p>Failure to capitalise on international links in leadership</p> <p>Potential knock on impact on International Academy</p>
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Recommendations and Supporting Proposals

	Detail	Suggested Action	Lead Organisation	Suggested time scale (as of February 2011)
One:	The creation of a new single professional body for policing, which should become chartered by the Privy Council.	That there should be a steering group/ Business Design Authority type body to steer the application process	That ACPO take the lead in drafting and implementing application to privy council	This should commence as soon as possible and should be submitted within 3 months (May 2011)
One (A):	That the new professional body for policing is a professional body for the whole of the police service, with the repositioning and merger of ACPO into the professional body as the “head and heart” of the body.	ACPO should begin to adopt a ‘shadow’ Professional Body structure which includes the following representation <ul style="list-style-type: none"> - PSAEW and POLFED representatives - Unison - Home Office - Independent Non Executive Board members 	Steering Group	Privy council guidelines suggest a minimum 18 month timeline from submission to award . <u>Without complications</u> , this should see the Professional Body established by November/December 2012
Two:	With regard to the Professional Body Executive Board, I would recommend that a number of independent non-executive directors are appointed.	That ACPO should appoint at least one Independent Non-Executive Director part of the ‘shadow’ structure	ACPO	This should be achieved within 12 months.

Three	That, in establishing a Professional Body, the current burdensome, governance landscape of doctrine, guidance and meetings is rigorously assessed to consolidate into distinct areas such as Strategic Policing, Professional Practice Ethics and Standards, Learning Training and Development and Workforce Requirements. This assessment should be underpinned by evidence throughout.	That the current APP programme should encompass or sit alongside a review of business area, portfolio and work streams. this review should examine existing business cases and should seek to realign to the Professional Body structure	ACPO/NPIA	This should be achieved within 12 months.
Four:	That the professional body owns and develops a police initial qualification (PIQ) for entry into the profession	That a working group drawn from NPIA leadership and development be established to explore the curriculum and module requirements of the PIQ, testing this against existing force/HE partnerships This should utilise existing governance channels	NPIA	18 Months (Review of progress at 3, 6 and 12 months)
Four (A):	That the qualification, which should be equivalent to a level four qualification, should be the pre-condition to registration and fitness to practice as a police officer and a pre-condition before attestation and employment as a fully attested police officer	As above	NPIA	As above

Five:	The creation of an overall professional development approach which adopts the four core elements of police training: Operational, Specialist, Command and Leadership	This should utilise the existing NPIA leadership strategy which should be taken forward to encompass new paths suggested as per chapter 4 and 5	NPIA	12 months with progress review at 6 months
Six	A new management qualification in policing to qualify for promotion to a first line manager, which incorporates a national qualification incorporating an assessment of management understanding, legal knowledge and what works in policing.	This should utilise existing governance channels As above	NPIA	Ongoing
Seven:	The introduction of simplified, streamlined PDR system based on the contribution of the individual to policing outcomes and their qualification and continuous professional development		NPIA	3 months
Eight:	There should be a clear qualification requirement for senior management (Senior Management in Policing qualification (SMIP)). This should lie at level seven or master's level, and incorporate command as well as business skills and the evidence around effective policing	This should be led by the NPIA Senior Leadership programme and overseen by the National College of Police Leadership Board of Governors and the SCC Professional Reference Group	NPIA	12-15 months with progress review at 6 months

Nine:	<p>Though both PNAC and the SCC should continue through the transition to the Professional body in 2011/12 thereafter, there must be a rapid transformation to new approach with four simple steps: the SMIP qualification;</p> <ul style="list-style-type: none"> 5. recommendation by the Chief Constable (to enable workplace performance and delivery to be an important influence in selection 6. A National Assessment; 7. Appointment as a Chief Officer; 8. A Chief Officer development programme. 	As above and encompassed within ongoing work	NPIA	As above
Ten:	<p>The Professional Body should take over the prime responsibility for the executive search process, the standards required and for managing the process. This implies that the current Senior Appointments Panel would not be required in future.</p>		ACPO/Home Office	21 months
Ten A)	<p>That the Professional Body ensure that a strong panel of independent members of the community is developed to support the process and assist chief officers in the appointment process</p>	This should be established as per above and should establish shadow provision utilising APA and then incoming PCCs as Professional Body is established	Steering Group	12-18 months
Eleven:	<p>That strong consideration be given to developing such an international programme in partnership with the Police Executive Research Forum in the USA, the Royal Canadian Mounted Police in Canada, the Australian Commissioners and New Zealand Police Service</p>	International Academy should lead on building upon existing links	NPIA (International Academy)	12-18 months

Twelve:	That a delivery body be created to ensure national support to leadership, training and development functions identified (chapter six)	As per recommendations 1, 1A and 2.	As per recommendations 1, 1A and 2.	As per recommendations 1, 1A and 2.
Twelve (A)	That the delivery body should be a subsidiary body of the Professional Body which will holds the commissioning function	As per recommendations 1, 1A and 2.	As per recommendations 1, 1A and 2.	As per recommendations 1, 1A and 2.
Thirteen	That an implementation Programme is commenced to carry forward the Review. Given that it will be seeking to create a new Police Professional Body as set out in Chapter 3	As per recommendations 1, 1A and 2.	As per recommendations 1, 1A and 2.	As per recommendations 1, 1A and 2.
Thirteen (A)	That the implementation Programme is structured as if it were the Shadow Professional Body, with a joint leadership from ACPO, Superintendent's Association and Police Federation, led by a Chief Officer. An experienced, independent, Non-Executive Director should be nominated by the Home Secretary from the outset, mirroring the proposed Professional Body structure.	As per recommendations 1, 1A and 2	As per recommendations 1, 1A and 2.	As per recommendations 1, 1A and 2.
Fourteen	That funding be provided against ACPO's agreement to the nomination of the Non-Executive proposed above to the current ACPO Board, providing transparency and enhancing governance in the transition	Discussion is needed between ACPO, NPIA and the Home Office	HOME OFFICE	3-6 months

List of Appendixes

(At Volume Two)

- 1** Text of commissioning letter from Home Secretary
Terms of Reference
- 2** Review Team, Practitioner Reference Group and Steering Group
- 3** Consultation: individuals and organisations
- 4** Equality Impact Assessment
- 4A** EIA Action Plan
- 5** Chronology
- 6** Rapid Evidence Reviews
- 6A** What Works in Leadership Development?
- 6B** What Works in Training, Behaviour Change and Implementation
Guidance?
- 6C** What Makes a Great Leader?
- 7A** Independent Review of Police Leadership and Training Survey
Police Service Consultation Questionnaire
- 7B** Independent Review of Police Leadership and Training Survey
Police Service Consultation Questionnaire results
- 8** Independent Review of Police Leadership and Training Finance
Survey
- 9** Options and Recommendations for Professional Body
- 10** Operational Command Paper

- ¹ Home Office (2010) *Policing in the 21st Century: Reconnecting police and the people* London: Home Office.
- ² The full text of the Police Reform and Social Responsibility Bill can be found on the House of Commons website at <http://www.publications.parliament.uk/pa/cm201011/cmbills/116/111116.i-v.html> (04.12.10)
- ³ The commissioning letter from the Home Secretary and the full Terms of Reference can be found at Appendix 1 and 2 respectively.
- ⁴ Sklansky (2008) *Democracy and the Police* Stanford: Stanford University Press
- ⁵ Durlauf and Nagin, forthcoming and Braga, A. and Weisburd, D.L. (2010) *Policing Problem Places: crime hotspots and effective prevention* New York: OUP.
- ⁶ 'The Coalition: our programme for government' May 2010
- ⁷ Definition of Policing, OED online: http://www.oxforddictionaries.com/view/entry/m_en_gb0644340#m_en_gb0644340.004 (04.12.10)
- ⁸ Bittner, Punch, Waddington.
- ⁹ Emsley, C. (2009) *The British Bobby* Quercus books: London.
- ¹⁰ Merger debate
- ¹¹ Bayley and Nixon
- ¹² Harvard Executive session on policing and public safety
- ¹³ See also the Dutch Police work on a 'vision on Policing' which summarises the position thus: "the police currently find themselves in a maelstrom of developments" (p.21) in *Politie in ontwikkeling. Visie op de Politiefunctie* (2006).
- ¹⁴ *Policing in the 21st Century op.cit*
- ¹⁵ Police Reform and Social Responsibility Bill op.cit.
- ¹⁶ Home Office Diagram: 'What the Policing Landscape will look like in the future'; <http://www.homeoffice.gov.uk/822677/policing-landscape-future> (01.12.10)
- ¹⁷ Ibid, p. 33.
- ¹⁹ commissioning letter from the Home Secretary and full Terms of Reference Appendix _ and _
- ²⁰ The National Police College was set up as a result of the report of the x committee
- ²¹ Policing in the 21st Century, p.4.
- ²² Fogelong and Nixon, in press
- ²³ The independent review of Police Officers and Staff Remuneration and Conditions of service for police officers and staff led by the former independent Rail Regulator Tom Winsor commenced 1 October 2010. The full terms of reference can be found here: <http://www.review.police.uk/>
- ²⁴ I have been particularly assisted by the debates and papers from the Harvard Executive session on Policing and Public Safety,
- ²⁵ Sklansky (2008) *Democracy and the Police* Stanford: Stanford University Press
- ²⁶ See Tyler/Meares
- ²⁷ Durlauf and Nagin, forthcoming and Braga, A. and Weisburd, D.L. (2010) *Policing Problem Places: crime hotspots and effective prevention* New York: OUP.
- ²⁸ Desborough Committee...
- ³⁰ Data Service (National Statistics) **22/09/10** 'Post-16 Education & Skills: Learner Participation, Outcomes and Level of Highest Qualification Held'
- ³¹ Data Service (National Statistics) **22/09/10** 'Post-16 Education & Skills: Learner Participation, Outcomes and Level of Highest Qualification Held'
- ³² SIS (2003) *Getting the best leaders to take on the most demanding challenges – findings from the field*. Report by SIS for the Police Leadership Development Board, 2003.
- ³³ Flanagan, R. (2008), *The Review of Policing: Final Report*, Report commissioned by and presented to the Home Secretary
- ³⁴ Policing in the 21st Century op.cit paragraph 2.22
- ³⁵ Wasserman, N., Bharat Anand and Nitin Nohria (2010) 'When does leadership matter? A contingent opportunities view of CEO Leadership' in Nitin Nohria and Rakesh Khurana (Eds.) *Handbook of Leadership Theory and Practice* Boston, Ma.: Harvard Business Press.
- ³⁶ Ibid.
- ³⁷ Huberts, L., Kaptein, M., Lasthuizen, K. (2007), 'A study of the impact of three leadership styles on integrity violations committed by police officers' *Policing: An International Journal of Police Strategies & Management*, Vol. 30(4), 587 – 607

³⁸ Bayley, DH. and Dixon, C. 'The Changing Environment in Policing 1985 -2008' in *New Perspectives on Policing* (Harvard, September 2008 pp 1-15

³⁹ Byford Report (1982). Released to the public 2006. After the trial of Peter Sutcliffe, two inquiries were set up to determine what had gone wrong in the hunt for the 'Yorkshire Ripper'. This was instigated by the then Secretary of State for the Home Department, William Whitelaw, who appointed Inspector of Constabulary, Lawrence Byford, who was assisted by members of the 'Super Squad', the external advisory team originally set up in November 1980 to investigate the murders.

⁴⁰ Royal Commission on Criminal Justice (1993). Established in 1991, the Commission under the chairmanship of Viscount Runciman, the Commission carried on the work of [Sir John May's](#) inquiry into the false convictions of the [Maguire Seven](#) and extension to other miscarriages of justice. reporting to Parliament in July 1993 and recommended the establishment of an independent body to:

- Consider suspected miscarriages of justice
- To refer appropriate cases to the [Court of Appeal](#)

Subsequent to this, the [Criminal Appeal Act 1995](#) established the [Criminal Cases Review Commission](#) as an executive Non-Departmental Public Body

⁴¹ www.privacy-council.org

⁴² Police Reform and Social Responsibility Bill, chapter 3, clause 12

⁴³ Financial Reporting Council: UK Corporate Governance Code (2010) ; 'Comply or Explain' pp3-4 http://www.frc.org.uk/documents/pagemanager/Corporate_Governance/UK%20Corp%20Gov%20Code%20June%202010.pdf (4.12.10)

⁴⁴ Ibid.

⁴⁵ Home Affairs Select Committee , Police and Crime Commissioners Report, 23 November 2010; <http://www.publications.parliament.uk/pa/cm201011/cmselect/cmhaff/511/511.pdf> (1.12.10)

⁴⁶ Kushner, S. and Elliott, J. (2003) Independent Review of the Learning Requirement for Police Probationer Training in England and Wales. Home Office

⁴⁷ Leskiw S L and Singh P (2007) Leadership Development: learning from best practices Leadership and Organisational Development Journal Vol 28 No. 5 (quoted in Rapid Evidence Review –

⁴⁸ Gifford, J and Springett, N. (2010), Review of the National Senior Careers Advisory Service (NSCAS), Roffey Park Institute for National Policing Improvement Agency

⁵⁰ Huberts, L., Kaptein, M., Lasthuizen, K. (2007), 'A study of the impact of three leadership styles on integrity violations committed by police officers' *Policing: An International Journal of Police Strategies & Management*, Vol. 30(4), 587 – 607

⁵¹ Independent Review of Police Officers and Staff Remuneration and Conditions, op.cit

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⁵³ National Audit Office. 'Reorganising central government' March 2010

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