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Review of Police Leadership and Training

Peter Neyroud QPM

Chief Constable

Volume Two

Appendixes

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Appendix One:	Commissioning letter 21 August 2010 (text) from the Home Secretary and Terms of Reference
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Review of Leadership and Training Functions.

A fundamental review of the delivery of leadership and training functions in policing is now needed, in the context of the most radical changes to policing in 50 years, set out by the Government in *Policing in the 21st Century — Reconnecting the Police and the People*. I am very grateful for you agreeing to lead this review and this letter represents your formal commission and sets out the terms of reference (attached).

The Government's view is that ACPO will play a leading role in this area and I am asking you, as the outgoing Chief Executive of the organisation currently holding most of the responsibilities in this area, to consider and make recommendations on how ACPO can in future own, develop and deliver a shared vision within the service on the future development of the profession.

The diversity of leadership, and ensuring leaders in policing have the skills needed to deliver operationally and on Value for Money are crucial considerations.

The review will need to consider how the NPIA leadership functions can be transitioned effectively, given the need to meet the Government's priority of reducing the unsustainable national deficit. This will mean making recommendations on alternative funding models, the potential role of other providers and the future of the estates.

In undertaking this review you will need to draw on the expertise within the National Policing Improvement Agency, ACPO, the police service and beyond in order to make recommendations which will command the confidence of the service and public.

The review should report to me in December 2010 with clear recommendations and an implementation plan. This is a challenging review in scope and timescale. The expertise and energy which you personally bring to the review are crucial to its success. Therefore while it is a matter for the NPIA Board, in my view it will be helpful to make arrangements which allow you to focus on this, rather than the day-to-day operation of the Agency.

I am copying this letter to Sir Paul Stephenson, Sir Hugh Orde, Peter Holland, Nick Gargan, Paul West, Derek Barnett and Paul McKeever.

Rt Hon. Theresa May MP

A Review of [Police] Leadership and Training at a time of transition: Terms of Reference

Policing in the 21st Century – Reconnecting the Police and the People sets out the Government's view that ACPO's focus on professional standards means they should play a leading role in leadership development, including some training programmes while ensuring effective support and challenge from other providers.

This means a fundamental review of the current approach to delivering leadership is needed to realign it to the Government's vision for policing. This should draw on the learning and expertise currently within the National Policing Improvement Agency, ACPO and beyond to other professions and international approaches. The review should consider the options and make recommendations on:

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.

In order to do this the review should 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.

Review Period

The review should last from September to December 2010 and will produce a report to the Secretary of State with clear recommendations and a costed implementation plan.

Support

The Review will be supported by resources drawn from NPIA, the Police Service and Home Office, with access to external, independent academic and professional advice. There will be a Steering Group and a practitioner reference group. '

Appendix	Review Team and Working Party
Two:	

Name	Role
Peter Neyroud QPM	Review Lead
Natasha Grayson	Secretary to the Review
Shelagh O’Leary	NPIA, Head of Learning Development and Leadership
Dr Tim Meaklim	Strategic Leadership Programme Manager
Supt Jenny Sims	Independent Command Programme manager
Colin Matthews	Workforce Development Manager
Mike Goodwin	NSCAS Development Advisor
Cameron Bayly	Leadership Services Manager
PC Tor Garnett	Metropolitan Police
Mark Hamilton	PSNI
Alex Protts	Corporate EDHR team leader
Stuart Budgen	EDHR Data Analyst
Kevin Hakes	Finance Business Partner
Rachel Cragg	Head of Learning Design and Development
Rachel Tuffin	Research Programme Manager
Isla Campbell	Senior Research officer
Fleur Stewart	Research officer

Practitioner Group
ACPO
Police Federation
Superintendants Association

Steering Group
Home Office
ACPO
APA
NPIA
HMIC
CPOSA
Superintendents Association
Police Federation
Unison

Appendix	Review Consultation
Three:	People, Organisations and Events

Company/Individual
APA
Skills for Justice
CBI
Paul Kearns
HE Policing Studies Hub
KPMG
Cabinet Office Pathfinder Mutuals Team
Saxton Bamfylde
Dutch National Police
Common Purpose
Rob Jarman, MPS
Defence Academy
PWC
Olympic Delivery Authority
Steve Otter (ACPO EDHR)
Tripartite oversight group
HMIC
Sara Thornton, CC Thames Valley Police
Hay Group
Sir Paul Stephenson, Commissioner, Metropolitan Police
Sir Ian Blair
Mannheim forum
HR and Training leads (32 forces)
Tim Godwin
Unison
Tom Winsor (Police Pay Review team)
Institution of Civil Engineering
Bar Council/Bar Standards Board
Law Society/Solicitors Regulation Authority
General Pharmaceutical Council/Royal Pharmaceutical Society
Fire Service
Armed forces
College of Social Work
General Teaching Council
Nursing and Midwifery Council/Royal College of Nursing
College of Paramedics
IPCC
Ministry of Justice
Winsor Review

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CBI
CapGemini
Common Purpose

Appendix Four	Equality Impact Assessment
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**Equality Impact Assessment
Screening Template**

Name of the Policy:

Independent Review of Police Leadership and Training

Author(s):

Chief Constable Peter Neyroud

Author(s) of EIA:

Alexandra Protts
Corporate Equality Diversity and Human Rights Manager
CEO Directorate, National Policing Improvement Agency

Date:

13th September 2010 – 17th December 2010

Signature:



Does the Policy require an equality impact assessment?

What are the main aims, purpose and outcomes of the function, strategy, project, decision or policy and how do these fit in with the wider aims of the organisation?

Aims:

- To fundamentally review the delivery of leadership and training functions in policing;
- To consider and make recommendations on how ACPO can in future own, develop and deliver a shared vision within the service on the future development of the profession;
- To consider how the NPIA leadership functions can be transitioned effectively, given the need to meet the Government's priority of reducing the unsustainable national deficit.

Terms of Reference for the Review:

'Policing in the 21st Century – Reconnecting the Police and the People' sets out the Government's view that ACPO's focus on professional standards means they should play a leading role in leadership development, including some training programmes, while ensuring effective support and challenge from other providers.

This means a fundamental review of the current approach to delivering leadership is needed to realign it to the Government's vision for policing. This should draw on the learning and

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expertise currently within the National Policing Improvement Agency, ACPO and beyond to other professions and international approaches. The review should consider the options and make recommendations on:

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.

In order to do this the Review should 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.

Review Period

The Review should last from September to December 2010 and will produce a report to the Secretary of State with clear recommendations and a costed implementation plan.

Support

The Review will be supported by resources drawn from NPIA, the police service and Home Office, with access to external, independent academic and professional advice. There will be a Steering Group and a practitioner reference group.

How will these aims affect our duty to:

1. Promote equality of opportunity?
2. Eliminate discrimination?
3. Eliminate harassment?
4. Promote good community relations?
5. Promote positive attitudes towards disabled people?
6. Encourage participation of disabled people?
7. Consider more favourable treatment of disabled people?
8. Protect and promote human rights?

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From previous experience and issues identified through EIAs in relation to police leadership and training there are both opportunities and potential impact that may arise from this Review, if the Review and recommendations are taken forward by the Secretary of State.

What aspects of the policy, including how it is delivered, or accessed, could contribute to inequality?

If equality issues are not considered at every stage of this Review, and in turn implementation if it is approved, then there will be potential for inequality to occur.

Will the policy have an impact (positive or negative) upon the lives of people, including members of particular communities and groups? What evidence do you have for this?

There is evidence that the current set up in relation to leadership and training has not worked to improve the progression of under represented groups in the police service – specifically in relation to women and ethnic minorities. In recent years there has been very slow progress to increase the number of women and ethnic minorities at senior levels and it is anticipated that this is the same for other strands despite a lack of monitoring information.

The tables below are taken from a report produced by the NPIA. The report identifies actions for the service to take in order to improve equality. The actions have been considered as part of this Review work.

There is also evidence from Staff Associations and Diversity Staff Support Associations that current processes around recruitment, progression and promotion are not fair and that there is scope to improve.

The Review could potentially have a positive impact to address these concerns, particularly in relation to the consideration of a professional body, as the EHRC has recently recognised (June 2010) the contribution that professional bodies can have to providing more opportunities for under represented groups to join professions and to develop within those professions.

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**Workforce Composition: Changes from 31 March 2008 to 31 March 2009
(Table 2) (Includes 18.2% inter force transferees)**

Workforce Group	2008	2009	Difference between 2008-2009
Total Police Strength FTE	237,111	243,126	+6,015
Total Police Officers FTE	141,859	143,770	+1,911
Recruitment Total Officers	7,981	9,873	+1,892
BME Police Officers FTE	5,793	6,290	+497
Total Police Staff	76,948	79,296	+2,348
PCSOs Total FTE	15,805	16,507	+702
Women Police Officers	34,402	36,167	+1,765
Senior Women	12 %	13 %	+1 %
Women Constables	27 %	27.9 %	+ 0.9 %
Leavers Officers	7,870	7,726	-144

Gender Breakdown of Women at Board Level in Forces – as at 31 March 2009 (Table 44)

Forces with Zero Women at ACPO rank	18	Forces with Zero Men at ACPO rank	0
Forces with One Woman At ACPO rank	18	Forces with One Man at ACPO rank	1
Forces with Two Women at ACPO rank	6	Forces with Two Men at ACPO rank	5
Forces with Three Women at ACPO rank	0	Forces with Three Men at ACPO rank	13
Forces with Four Women at ACPO rank	0	Forces with Four Men at ACPO rank	16
Forces with Five Women at ACPO rank	1 (MPS)	Forces with Five Men at ACPO rank	4
Forces with Six Women at ACPO rank	0	Forces with Six Men at ACPO rank	2
No Forces have above 2 women at ACPO level apart from the MPS		Above this level only the MPS has 31 men at ACPO level	

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Progression by Length of Service 2006/7 (Table 20)

Years		Male	Female	% Male	% Female	Difference
5-10	all	18,411	6,921	-	-	
5-10	Sergeant or above	2,304	715	13%	10%	2.2%
10+	all	61,635	13,922			
10+	Sergeant or above	45,528	7,716	74%	55%	18.4%
5-15	all	33,063	12,296			
5-15	inspector or above	936	267	3%	2%	0.7%
15+	all	46,983	8,547			
15+	inspector or above	7,939	996	17%	12%	5.2%
10-15	all	14,625	5,375			
10-15	Chief inspector or above	150	36	1%	1%	0.4%
15+	all	46,983	8,547			
15+	Chief inspector or above	2,816	335	6%	4%	2.1%
10-20	all	30,916	9,872			
10-20	Superintendent or above	157	38	1%	0%	0.1%
20+	all	30,719	4,050			
20+	Superintendent or above	1,249	125	4%	3%	1%

Black and Minority Ethnic Police Officer Strength in England and Wales by Rank as at 31 March 2009 (Table 50)

Rank	Total in each rank	White	%	BME	%
ACPO	217	208	95.9%	9	4.2%
Chief Superintendents	480	468	97.5%	12	2.5%
Superintendents	1,016	982	96.7%	34	3.4%
Chief Inspector	1,916	1,864	97.3%	52	2.7%
Inspector	7,398	7,169	96.9%	229	3.1%
Sergeants	22,664	21,948	96.8%	716	3.2%
Constables	110,080	104,841	95.3%	5,239	4.8%
Total Police Ranks	143,770	137,480	95.7%	6,290*	4.4%*

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Black and Minority Ethnic Women Officers as at 31 March 2009 (Table 58)*

	Constable	Sergeant	Inspector
BME Women	1,399	102	25
Women Total	30,784	3,763	1,086
BME % of women	4.54 %	2.71 %	2.3 %
BME women % total service	1.27 %	0.45 %	0.33 %

	Chief Inspector	Superintendent	Chief Superintendent	ACPO
BME Women	5	1	1	1
Women Total	284	115	56	35
BME % of women	1.76 %	0.87 %	1.79 %	2.85 %
BME women % total service	0.26 %	0.1 %	0.2 %	0.46 %

What different needs, experiences or attitudes are particular communities or groups likely to have in relation to this policy?

There is a lot of history in the police service in relation to equality and a number of groups will want to ensure that this Review and any outcome or decision as a result of the Review fully embraces equality and the need to get it right.

Groups will expect to be consulted and involved in the development of the Review and also the implementation process once the Secretary of State has made their decision on the way forward.

Due to the fact that the screening has identified potential impacts, a full EIA will be carried out in relation to the Review.

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Scoping the Equality Impact Assessment

List the main activities relating to the policy and identify who is likely to benefit from it.

The Review has been commissioned by the Home Secretary to provide information, and recommendations, in order that the Government can progress their objectives as set out in the *'Policing in the 21st Century: Reconnecting the Police and People'* consultation document. The consultation document determined the terms of reference for the Review and these have been agreed by the Home Secretary.

This EIA is the first stage of assessing and screening the potential impact of any of the proposals and is provided to inform the Home Secretary of any potential adverse impact when undertaking the decision making process in relation to the Review and any recommendations.

Once the Home Secretary has made a decision on whether or not to approve the Review and its recommendations, further work, as initially identified in this EIA, will be required to ensure that outcomes in relation to equality as a result of the implementation of the Review are realised.

The main activities or 'pillars' of the Review are:

- 1) The creation of a Professional Body
- 2) The Professional Development Approach
- 3) The Leadership Model
- 4) The Delivery Model

The beneficiaries of this Review will be the police service, the Government and the public. The main organisations that will have an interest in this Review are:

- Police Officers
- Police Staff
- Special Constabulary
- Police Federation of England and Wales
- Superintendents' Association of England and Wales
- Association of Chief Police Officers
- National Policing Improvement Agency
- Home Office
- Her Majesty's Inspectorate of Constabulary
- Association of Police Authorities
- Independent Police Complaints Commission
- Diversity Staff Support Associations
- Association of Special Constabulary Chief Officers
- Chief Officers in the Police Service
- Chief Executives of Police Authorities
- HR Directors in the Police Service
- Learning and Development Managers in the Police Service
- Finance Directors in the Police Service
- Skills for Justice
- Higher Education/Further Education Bodies

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What do you already know about the relevance of the policy? What are the main issues that need to be considered?

What data, research and other evidence or information is available which will be relevant to this EIA?

As identified in the screening, issues of equality through police recruitment, progression and retention is well documented. Previous impact assessments in relation to policing and work undertaken by Government and policing bodies has identified issues such as:

- Criticism about lack of EIA processes in relation to promotion and training;
- Issues in relation to accessibility of police training both in employment and prior to employment;
- Barriers in relation to progression specifically for women, BME and disabled officers;
- Concern in relation to data monitoring of police promotion and recruitment processes;
- Concern in relation to retention of officers from under represented groups

Equality in Employment Report 2010

The Equality in Employment Report 2010 made a number of recommendations that were considered when scoping this Review and the recommendations have been included in the action plan for this EIA. The findings of the report have been summarised below as evidence of equality impact in police employment practices, some of which may be affected by this Review.

Findings of the Equality in Employment Report

Research findings show that having greater representation at all ranks in the service will make the most difference to the culture of the police service. Projections based on average change over the last 3 and 7 years indicate 10 years and 25 to 30 years for 35% female representation in the top three ranks.

On current recruitment levels (which may change) this will take another eight years to achieve across the service as a whole. However, at the top three ranks this will take over 24 years on current levels of progression. The proportion of BME officers and staff across all ranks is 7%. It will take 11 years on the current rate of progression for there to be 7% BME officers at the top three ranks. On current recruitment levels this will take another seven and a half years to achieve. This figure is across the total workforce and it is clear from the progression and retention data, that BME officers are severely under represented at the ranks of sergeant, chief inspector, superintendent and chief superintendent.

To change the workforce profile the police service cannot afford to have a trade off in focusing on recruitment levels rather than retention issues or progression within the service. To achieve a 35% gender balance within 5-7 years, a multi track approach should be adopted to include positive action at all key points of the employment cycle: attraction, recruitment, development and promotion.

There is also severe under representation in the specialist units. The recruitment and promotion processes within these units should be managed centrally. There should be no additional screening stages with specialist units or additional job criteria that are not role specific and objectively justifiable.

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Revised recruitment and progression practices can be monitored for increased selection and progression of under represented officers through equality audits managed by the NPIA. Forces need to develop bespoke recruitment and retention strategies to suit their individual and workforce profile needs through workforce planning. The reasons for leaving; the career stage and age of the officer; any exit interview data available; plus biographical data needs to be analysed.

Culture Change

The pervading and overwhelming male culture is the main barrier that has been referred to as the single thing that prevents the workforce changing into a more diverse organisation. At entry level the number of recruits to police officer ranks and PCSOs has increased for women and people from BME communities, however the culture, and the systems and processes that have been developed and perpetuated by the dominant culture need to be reshaped so that women and BME officers and staff remain and prosper in the police service. Further up the ranks the police service works on networks and having access to these networks. Being part of the dominant white male culture, these networks are more easily accessed than if an individual is a woman or a minority or both.

Data

There should be a national standard of comprehensive data reporting so that the workforce composition in relation to equalities can be properly understood and be able to be cross referenced for example, women who are also members of BME groups.

The report identifies a number of data gaps and inconsistency of reporting. Police officers should have one ID number, which follows them throughout their police career; attendance at any course or promotion board. This will allow for better talent management and analysis of equality data.

Police Federation Representations

The Police Federation of England and Wales has raised concerns over equality in relation to police training and promotion arrangements, and has set out expectations that an EIA into training and promotion arrangements should contain the following:

- Research about the equality implications of various methods of training and promotion inside the police service and in other similar organisations;
- Analysis of good practice in equality in training and promotion arrangements as recommended by equality and HR professional organisations;
- Monitoring data about the likely impact of the current arrangements and projections about the likely impact of any proposals
- Any available statistical information about average total length of service of officers from different protected groups in the service, how long they serve before taking the current examinations and what impact any proposals are likely to have.

Review Survey of Police Leadership and Training 2010

The survey was carried out to determine views towards leadership and training across the police service to inform the Review. The results were also analysed to provide a data summary that is specific to providing evidence for this EIA. Only those respondents providing answers to the biographical data questions (including those answering “Prefer not

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to say”) are utilised in the data set, giving a total respondent volume of 442. A number of respondents did not answer all of the questions in the survey.

Not all of the questions have been analysed for the purposes of the EIA, instead, the focus is on the questions relating to flexibility of the service and structure. They have been analysed to highlight any disparity between protected characteristic groups.

Representation of Respondents:

- Two thirds of respondents were aged between 31 and 50 with nearly half of total respondents aged between 41 and 50 years old.
- Female respondents were better represented aged between 23 and 38 years old. Respondents aged over this were much more likely to be male.
- Only a small proportion of respondents (8.4%) were aged 30 or under.
- 4.8% of respondents declared a disability
- 3.8% of respondents were from ethnic minorities (slightly lower than the 4.6% figure for police officers in total)
- 25.6% of respondents were female (almost parity with the figure of 25.7% of female representation for police officers in the service)
- 2.7% of respondents stated that they were gay or lesbian – with 11.8% selecting ‘prefer not to say’.
- There was very poor representation of religion or belief, two thirds of respondents stated they were Christian and other faiths were represented by only one or two respondents. 25.1% stated that they had no religion or belief.

Summary of Key Findings:

- Both male and female respondents generally agreed that a policing career could be a flexible and permeable concept. There was also little difference between the opinions of younger and older respondents.
- The age group of 43 and over, minority ethnic and female respondents all answered more positively with regard to career break opportunities.
- Younger and male respondents were generally more positive regarding the opportunity to return to full time study as part of career flexibility when compared to older and female respondents.
- Younger respondents were slightly more positive regarding secondment opportunities to other forces or other public and private sector organisations when compared to older respondents.
- There was little discernable difference between male and female respondents when asked about secondment opportunities.
- There was mixed opinions regarding a minimum level of qualifications for entry into the police service. Older, minority ethnic and female respondents were more likely to agree that there should be a minimum standard when compared to other respondents
- Generally speaking most respondents felt that allowing entry into the police service above the rank of Constable was not a good idea. The female group however were more likely to agree that this was a possibility when compared to male respondents.
- Most respondents felt that the police service is not effective at overall talent management. There were no notable differences between the opinions of people from the protected characteristic groups.
- There was mixed opinion regarding whether or not PNAC and SCC were the best methods for identifying and promoting senior officers. A large proportion of female and respondents aged 42 or under had no opinion either way.

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What further information do you need to carry out the assessment?

At present, the Review is to provide recommendations to the Home Secretary in relation to a proposed structure for police leadership and training in the future. If these are agreed, there will need to be programme of work to consult on any proposals or recommendations that are taken forward and then a programme of work to implement the final agreed changes. Both of these programmes should continue the EIA and further information should be sought to support each stage of development, including more detailed research when scoping the functions of the professional body. This process will enable the further identification of potential adverse impact and allow the necessary measures to be put in place to address it.

Involvement and Consultation

For each of the equality areas, outline any previous involvement or consultation which is relevant to this Review. Briefly describe what you did, with whom, when and where. You should list the methods of consultation used. Outline a brief summary of the responses gained and links to relevant documents, as well as any actions.

Protected Characteristic	Previous involvement or consultation	Methods of consultation	Summary of responses
Age			
Disability	Previous involvement in EIA work for national police promotions framework trial and for development of senior leadership programmes.	Focus groups; Email correspondence; Positive Action Leadership Programme Courses	Barriers exist in current processes due to the disparate approach to assessing competence; Barriers due to lack of options for officers on restricted duties in relation to postings; Lack of understanding in the service in relation to disability in general and too much focus on risk.
Gender	Previous involvement in EIA work for national police promotions framework trial and for development of senior leadership programmes. British Association of Women in Policing professional development days; work between Police Federation and BAWP in relation to Gender Agenda 2; Work with Tripartite	Focus groups; Email correspondence; Positive Action Leadership Programme Courses; Conferences; Seminars	Still a dominant white male culture at the top of the service; Current structure does not allow progress for women at a fast enough rate; Barriers still exist in relation to bureaucracy of different processes in relation to promotion; Inflexibility of the service and impact on career of time off for maternity leave;

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	Oversight Group in relation to progression and retention of women in the service;		Lack of opportunities to progress due retention of those with full/longer service; Still a perception that current processes maintain a 'jobs for the boys' culture.
Gender Reassignment	Previous involvement in EIA work for national police promotions framework trial and for development of senior leadership programmes.	Focus groups; Email correspondence; Positive Action Leadership Programme Courses; Conferences; Seminars	Forces are in the main supportive, but that the key issues are yet to manifest themselves due to small numbers; Barriers will apply to women who have transitioned that are similar to those identified through BAWP and consultation on gender
Race	Previous involvement in EIA work for national police promotions framework trial and for development of senior leadership programmes. Tripartite Oversight Group in relation to race in the service and progression and retention; Involvement in CRE Investigation of the Police Service (2004) following 'The Secret Policeman'; Representations made through National Black Police Association in relation to Review.	Focus groups; Email correspondence; Positive Action Leadership Programme Courses; Conferences; Seminars; Direct correspondence	Culture of the service and current set up is still predominantly white male and that BME officers still find it difficult to break through the ranks; There is a lack of role models and mentors available to encourage BME officers to move through the ranks; There is a lack of trust in the service that still exists in terms of 'walking the walk' rather than 'talking the talk'; The service has still not done enough to increase the number of BME officers or to progress them at a fast enough rate
Religion or Belief	Previous involvement in EIA work for national police promotions framework trial and for development of senior leadership programmes. Representations made through National Association of Muslim Police and British Sikh Police Association in relation to understanding	Conferences; Emails; Focus Groups	Lack of progression due to cultural issues and lack of understanding amongst managers; Lack of positive action and mentors/role models to encourage people to advance or join;

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	within the service of religious issues.		
Sexual Orientation	Previous involvement in EIA work for national police promotions framework trial and for development of senior leadership programmes.	Focus groups; Emails; Seminars;	Lack of monitoring that means progress cannot be identified; Lack of confidence to come out due to attitudes of managers and service;

In the development of the Review there have also been a number of different methods of consultation with stakeholders, including:

- 1:1 meeting with equality representatives from the Police Federation of England and Wales, the equality lead for the Superintendents' Association of England and Wales and the ACPO leads on Progression (DAC Lynne Owens), and Equality, Diversity and Human Rights (CC Stephen Otter)
- Regular meetings between the Review author and the Police Federation, Superintendents' Association and ACPO (including weekly phone calls)
- Presentations to the Association of Police Authorities, ACPO Autumn Conference and HR and Training Leads
- Regular liaison with Home Office representatives and HMIC and MPS representatives
- A stakeholder event was also held with attendees from forces, private sector, Home Office, ACPO, Police Federation, Superintendents' Association and Higher Education Providers where specific questions in relation to equality were asked.

Due to the limited timescales further consultation will need to be undertaken by the Home Office in relation to their decision making process in response to the Review.

[What do previous consultations show about the potential take-up of any resulting activities or services?](#)

Previous consultations in relation to promotions and training show that there is a need for the service do address issues of progression and retention of under represented groups. If issues that are raised and suggestions that are made are taken on and those representing the groups are involved there will be more buy in. There is also a general view that the service says it wants to 'do equality' but that it doesn't actually do enough to make it happen. With effective involvement of those representing under represented groups and demonstrable outcomes, confidence in the processes will grow. [Data Collection and Evidence](#)

[What evidence, data or information do you already have about how this policy and its potential take up might affect equality in any of the protected characteristics and what does this tell you?](#)

[Equally Professional: EHRC Publication in Relation to Professional Bodies \(June 2010\)](#)

Equally Professional is a network of professional bodies committed to promoting equality and diversity in and through their memberships, and thereby widening access to opportunity.

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The EHRC recognised that professional bodies with a commitment to equality are able to raise their members' awareness, monitor their memberships, raise awareness among their leadership and staff, outreach to groups under-represented in their memberships and work for greater equality of opportunity and social inclusion.

Unleashing Aspirations: The Final Report of the Panel on Fair Access to the Professions (July 2009)

There are issues and trends within current professions that indicate that those in professions come from better backgrounds and that professional careers can be a barrier to social mobility. This would impact generally on single parent families, families with caring responsibilities and BME families.

The identified barriers in this report to social mobility could apply to the set up of a professional body for the police service:

- Barriers that restrict entry to some jobs, such as increased emphasis on credentials and a focus on professional qualifications;
- Selection and entry procedures – underpinned by cultural and attitudinal barriers – reinforce the existing social make up of the professions.
- Employment structures of professions – over time more and more professions have become graduate only, leaving those without university degrees unable to pursue a professional career. Nursing is an example of a profession that has recently been subject to 'qualification inflation'.

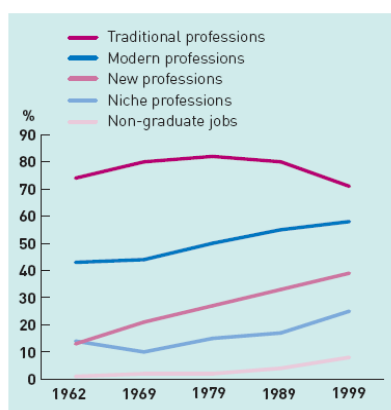


Figure 1i: Percentage of jobs requiring a degree, by type of profession¹⁶

In the report, professions submitted evidence of the progress made against the diversity agenda that showed:

- The gender pay gap had fallen by 16% over the past ten years.
- The proportion of BME professionals had grown faster than that of white professionals over the past decade
- Over the last eight years the number of disabled people in the public sector had risen from 11.5% to 14.2%

The overall report identifies a number of barriers that exist within the professions which could impact on equality if this part of the Review is taken forward. The Review consultation and implementation should take into consideration the learning points of the report to ensure that these barriers are removed.

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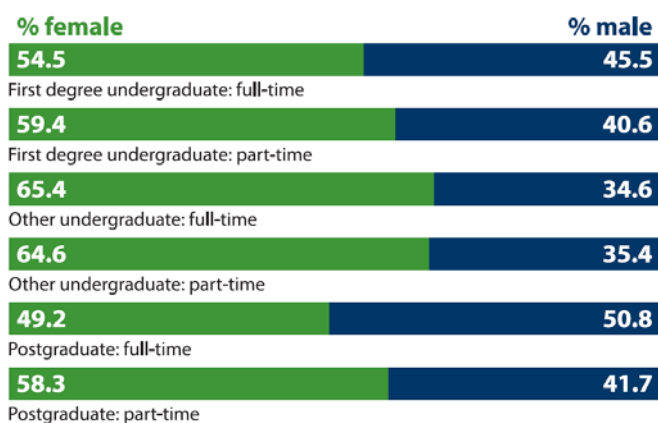
Equality Challenge Unit (supporting HE)

When developing training and development approaches and links with higher education and further education, the consultation and implementation of any recommendations should take on board existing practice and challenge barriers that currently face under represented groups within education.

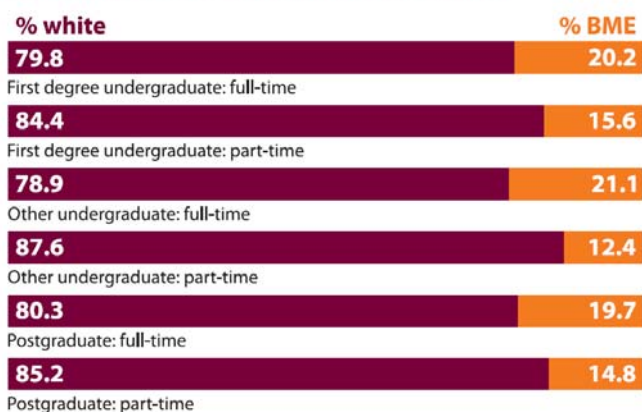
The 'Equality in Higher Education Statistical Report 2010' (November 2010) shows:

- Over the past 6 years the number of BME students has increased from 14.9% to 17.8%
- Over half (55%) of first degree undergraduate students know to have a disability declared that they have a specific learning disability (i.e. dyslexia)
- In 2008/9 women made up 56.9% of the student population and are more likely to study part time than full time (and be over 36 years old if studying part time)

1.1 Full-time and part-time students by level of study and gender



2.1 UK-domiciled students by level of study and ethnicity



If the recommendations within this report are taken forward, consideration will need to be given to the representation within higher education and whether that will be replicated within the service. At present, the representation within higher education is better than in the police service, so this would indicate that entry into the service through an initial qualification may help to improve equality.

The Unit has a number of resources available that would assist in developing the recommendations further and informing the consultation on any proposals.

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What additional research or data is required to fill in any gaps in your understanding of the potential or known effects of the policy? Have you considered commissioning new data or research?

One of the inherent problems with police processes is a lack of data monitoring of equality issues in relation to leadership and training. Whilst forces collect data locally, it is not always published or used in such a way that provides any meaningful outcomes. This has caused problems within numerous projects and leaves the service in a position where it is difficult to compare processes and determine best outcomes for equality.

In taking this work forward further information would be needed on:

- Different styles of training and development and the impact these can have on equality – i.e. flexible learning approaches
- Further analysis of progression within the service to identify the specific points at which people leave or seem to halt in the process and the reasons why.
- Consultation forums on the approaches to be taken and how to improve them to ensure that the barriers experienced in the service are not replaced or increased by those experienced in other sectors or set ups (i.e. professional bodies)
- Work with the Equality Challenge Unit to look at further education and steps that can be taken to improve equality
- Work with 'PARN' the Professional Associates Research Network to identify how best equality can be built into a professional body to ensure that the progress that has been made by the service isn't lost amongst new issues that arise from forming a professional body.

Assessing Impact and Strengthening the Policy

How does/will the policy and resulting activities affect different communities and groups?

The Review and resulting recommendations and proposals will affect different groups due to it changing the way in which people are recruited into the police service, the way they are developed and the way in which they are led. It will also change the governance structures around training and leadership in the service.

The recommendations of the Review are:

1. The creation of a new single professional body for policing, which should become chartered by the Privy Council.
 - 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.
 - i. That the Home Secretary should have the ability to appoint a nominee non-executive director to the board of the chartered body.
 - ii. 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 proposal that the body receives funding from the Home Office as well as enabling the body to reflect on, and respond to, the national priorities articulated by government.
 - iii. That a Police and Crime Commissioner be involved in and chair an Independent Strategic Board (ISB), somewhat akin to the concept of a

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- scrutiny panel in the case of a PCC as envisaged in the Police and Social Responsibility Bill.
- iv. That ACPO repositions itself by merging its existing organisation into the chartered body whilst at the same time bringing a wider membership.
- 2. With regard to the Professional Body Executive Board a recommendation that a number of independent non-executive directors are appointed.
 - i. That a Professional Body Council provides a wider range of representation from across the police service and supports the Board.
- 3. That the professional body owns and develops a police initial qualification (PIQ) for entry into the profession.
 - 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.
 - i. That a full cost benefit overview is conducted in order to realise the full financial benefits of the PIQ route.
- 4. The creation of an overall professional development approach which adopts the four core elements of police training: operational; specialist; command and leadership
- 5. 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. That the professional body should set out the development pathways for Sergeants to build their skills toward the wider frontline and middle management roles that are required at Inspector.
- 6. The introduction of simplified, streamlined PDR system, based on the contribution of the individual to policing outcomes and their qualification and continuous professional development.
- 7. There should be a clear qualification requirement for senior management (Senior Management in Policing Qualification (SMIP)). This should lie at level seven or Masters' level, and incorporate command as well as business skills and the evidence around effective policing.
 - i. That the development of leaders in business skills and learning content, which is generic across the public and private sector should be delivered by external providers and linked to generally recognised qualifications.
- 8. Though both PNAC and SCC should continue through the transition to the professional body in 2011/12 thereafter, there must be a rapid transformation to a new approach with four simple steps: the SMIP qualification
 - a) Recommendation by the Chief Constable (to enable workplace performance and delivery to be an important influence in selection);
 - b) A national assessment;
 - c) Appointment as a Chief Officer;
 - d) A Chief Officer development programme
- 9. 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 the future.
 - 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. To maintain transparency, the professional body should, as part of its annual business plan which it presents to the Home Secretary, enclose a

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report on the monitoring and progress of the strategic appointment process.

10. 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.
11. That a delivery body be created to ensure national support to leadership, training and development functions identified.
 - a) That the delivery body should be a subsidiary of the professional body which will hold the commissioning function.
12. 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 previously.
 - a) That the implementation programme is structured as if it were the shadow professional body, with a joint leadership from ACPO, Superintendents' 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.
13. 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.
14. That funding is provided against ACPO's agreement to the nomination of the non-executive proposed above to the current ACPO Board, providing transparency and enhancing governance of the transition.

What measures does, or could, the policy include to help promote equality of opportunity?

The Review and proposals, if accepted by the Home Secretary, will need a full consultation process to identify potential issues and ways of addressing them.

The proposals could lead to a number of initiatives that help to promote equality of opportunity, including:

- Establishment of central monitoring that will provide clearer information on recruitment, progression and retention of under represented groups;
- A better network for members to identify mentors and role models;
- Links with other professional bodies and higher/further education to incorporate their learning into improving experiences for under represented groups;
- Providing a clear structure and career pathway that is transparent and accessible;
- Clarifying the specific requirements for each role and rank in the service, rather than leaving it at the discretion of individual forces;

It was identified through an online community on LinkedIn called 'Policing Matters' that there is a continual need for there to be a diversity of approach and delivery in all aspects of policing. "All new products should be required to have an equality impact assessment carried out and an increase in the diversity of thought should be the ultimate aim for the future". Another comment received identified that "equality and diversity must be properly understood and valued by current leaders if the future senior leaders of the service are to properly reflect the communities that we represent. ... there is no need to restate the business case for diversity here, but as part of the talent management process we must avoid identifying only like minded people as future leaders and support those who may come across as 'different' to develop their skills too if we are to have effective leadership teams".

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What measures does, or could the policy include to address existing patterns of discrimination, harassment or disproportionality?

The Review and proposals, if accepted by the Home Secretary, could potentially address existing issues within the service such as:

- Removing the bureaucracy that surrounds central processes currently, instead providing a structure and standard that must be followed;
- Addressing ongoing issues with promotion processes and providing a mechanism for continuous professional development that is transferable;
- Providing more flexibility for people to move between forces due to common standards and executive search functions;
- Provide more flexibility in terms of achieving development and promotion – addressing some of the barriers that exist to junior managers – especially those with young families.
- The ability to introduce lay members who are representative of the community at Board level and in selection processes – which has never quite been achieved by the service previously
- Using the new positive action provisions within the Equality Act 2010 to address inequality within certain roles, specialist posts and rank. Forces may not have the confidence to use the provisions in isolation, whereas a central body could progress this more robustly.

What impact will the policy have on promoting good relations and wider community cohesion?

The Review and proposals, could impact on good relations and wider cohesion by providing more access to the police service for diverse groups. This in turn will mean that the service can be more representative and therefore improve community cohesion.

If the policy is likely to have a negative effect (adverse impact) what are the reasons for this?

The Review could have a negative effect due to implementing a required qualification prior to joining the service. The evidence available above in relation to access to higher/further education and also the evidence in relation to how professions tend to go through processes of 'qualification inflation' this could lead to barriers to people entering the service. However, information collected through our survey shows that people are not adverse to pre-qualification and that there is no disparity in those responses. In fact, the survey indicated that women, older and BME respondents were more in favour of pre-entry standards. Also, some BME groups have indicated that if the service was more professional it would be a more attractive prospect for career choice for some groups. There is also evidence that shows that representation of all under represented groups in higher and further education is better than the police service, so this route should see an increase in representation.

What practical changes will help reduce any adverse impact on particular groups?

Due to the issues identified above, the Review has included within chapter 4 the requirements that delivery of the 'Police Initial Qualification' must meet which include:

- flexible and transferable approaches – ensuring that there is flexibility to suit a range of life choices

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- the setting of clear rules about minimum standards and currency of prior learning by the professional body
- joined up working between the professional body, learning providers and the police to implement processes to ensure that participation is encouraged from all sectors of the community; including schemes such as competitions and bursaries

Making a Decision

Summarise your findings and give an overview of whether the policy will meet equality duties.

The evidence and readily available information on the history of diversity in the police service clearly demonstrates that the current set up for leadership and training has not helped to increase the rate of progression in the service for under represented groups. Whilst recruitment has increased, the service has not addressed progression and retention at the same time.

The Review itself is only a scoping document to provide information to the Home Secretary in relation to what has been done in the past and some recommendations/proposals for moving forward, in accordance with the Coalition consultation paper 'Policing in the 21st Century'.

In completing the Review, other options have been considered, within the restrictions of the Terms of Reference and there has been some potential adverse impact of these proposals identified – such as the potential for adverse impact in relation to pre-employment qualifications and the barriers that professional bodies themselves can create. However, there are actions that can be taken to minimise or remove this risk of adverse impact and these have been identified as far as possible within the time constraints.

This EIA is completed to assist the Home Secretary in the decision making process in relation to the future of leadership and training and the Government's own EIA processes in relation to decision making. If the Review is approved and the recommendations/proposals accepted it is anticipated that a full consultation document will be produced and that further work around the EIA will be completed – particularly where further scoping needs to be completed to implement the proposals.

What practical actions do you recommend to reduce, justify or remove any adverse/negative impact?

These have been included on the attached action plan and should be taken into consideration when progressing with the Review.

Monitoring, Evaluating and Reviewing

How will you monitor the impact and effectiveness of the new policy?

Monitoring will be built in from the outset of the implementation of this Review and proposals – from the initial consultation stage through the final 'business as usual' stage.

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Monitoring will include looking at the representation of under-represented groups in the service, development rates, success at qualifications, leaver rates and movement between forces and areas. The Professional Body should assign a single unique identifier to each member and capture their biographical data to provide for effective monitoring and analysis at every stage. This will remove some of the burden off of forces to have to do this locally and will also provide a bigger picture for comparisons.

How will the recommendations of this assessment be built into wider planning and review processes?

It is anticipated that all of the recommendations contained in the attached action plan will be taken forward into the implementation of this Review and proposals.

Give details of how the results of the impact assessment will be published, including consultation results and monitoring information if applicable.

This impact assessment will be published with the Review when it is made available, monitoring information will be published on an annual basis and the consultation results will be published as part of the implementation process (consultation results at this stage are already included in the EIA).

Appendix Four (A)	Equality Impact Assessment
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General Actions

<u>REF</u>	<u>SOURCE</u>	<u>ACTION/RECOMMENDATION</u>	<u>REVIEW RESPONSE (if applicable)</u>	<u>ACCEPT?</u>
G/1	PolFed	Research about the equality implications of various methods of promotion inside the police service and in other similar organisations should be completed.	There is some background to this contained within the NPPF EIA, however, within the timescales of the Review it was not possible to fully undertake this role. It should be considered as part of the work to implement the Review.	Y
G/2	EIA	There are a number of similar issues for BME and women within the medical profession (i.e. high recruitment rate but slow progression) and the learning from these areas should be incorporated into the implementation of the Review.		Y
G/3	EIA	That the gaps identified in the Equality in Employment Report in relation to monitoring be filled when developing monitoring within any new set up.		Y
G/4	EIA	That consultation takes place if the Review is accepted and the proposals are taken forward. This consultation will then inform the outcomes of implementing any changes.		Y
G/5	EIA	For any implementation team to work with the Equality Challenge Unit to identify best practice in relation to higher education and promoting equality. This should then be incorporated into any structures within the Professional Body and Delivery function.		Y

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G/6	EIA	To work with the Professional Associates Research Network to identify how best equality can be built into a professional body to ensure that the progress that has been made by the service isn't lost amongst new issues that arise from implementing new processes.	Y
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Actions in Relation to Professional Body

<u>REF</u>	<u>SOURCE</u>	<u>ACTION/RECOMMENDATION</u>	<u>REVIEW RESPONSE</u>	<u>ACCEPT?</u>
PB/1	EER 2010	Senior diversity change experts to be brought in from other sectors to introduce best practice and support forces in changing systems and processes.	This will be something that has to be considered by forces individually or by the Professional Body if proposals are approved by the Home Office. Work has already begun on this, however, as of March 2012 NPIA will no longer exist but this would form a function of the Professional Body.	U/K
PB/2	EER 2010	NPIA to create and update guidance on positive action and flexible working.	It is not possible in law to mandate completion of diversity monitoring on individuals, however, a Professional Body could provide a standard for forces to comply with when collecting the information.	Y
PB/3	EER 2010	Equalities monitoring across all diversity strands to be mandatory and in a standardised format.	This provision has been enacted and a recommendation that the Professional Body utilise s158 and 159 of the Equality Act has been included.	N
PB/4	EER 2010	For the police service to take into account potential provisions within the Equality Act to allow consideration of under representation when selecting from two equally qualified candidates.	The Professional Body would be able to provide advice in relation to this, linked with PB/2.	Y
PB/5	EER 2010	A multi track approach should be adopted to include positive action at all key points of the employment cycle attraction, recruitment, development and promotion	As part of a function of a Professional Body, career pathways will be mapped out and this has been	Y
PB/6	EER 2010	The pipeline from police staff and PCSOs should be mapped and planned within forces so that individual officers and staff		Y

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		understand the route.	discussed during the Review.	
PB/7	EER 2010	First step recruitment panels for key appointments should include under represented groups where possible.	This has been acknowledged as something that would be difficult to achieve, but is a recommendation that has been in place for some time through other reports (such as CRE Investigation of the Police Service 2005). This would be for forces to look at locally and consider. A central recruitment and search function has been considered as part of the review and this recommendation should be carried over into the implementation if the Review is accepted.	N
PB/8	EER 2010	All internal adverts for posts should be advertised centrally.	At present, recruitment, sergeant and inspector processes are managed centrally. The proposals for the Professional Body would enable the service to take forward this recommendation.	Y
PB/9	EER 2010	Promotion exercises should be managed centrally.	At present there is an Integrated Competency Framework but the implementation of this and the supporting PDR framework has been at the discretion of forces. If a Professional Body is established, it could address this issue through the standards it sets for development.	Y
PB/10	EER 2010	The PDR system should be one standard process with one standard score across the service.	This is an issue for forces to take forward, but guidance could be issued centrally or managed by the National Crime Agency once it is created.	Y
PB/11	EER 2010	Flexible working should be built into all police deployment patterns.		N

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PB/12	EER 2010	Further in-depth analysis should be completed to determine the scale of disproportionality of BME officers subject to disciplinary procedures.	There is already existing information available on this that identifies disproportionality in discipline processes. The Review will not address single point of entry to the police service, as until there is an effective professional structure and agreed standards, this would be too difficult to achieve across different forces. There is some resistance to the action from staff groups as it may be seen as supporting the culture of promoting those who most reflect existing culture, however, when designing the Professional Body, consideration should be given to other areas where this has been successful such as the Royal College of Surgeons.	N
PB/13	EER 2010	One single point of entry to the police service must be addressed if the workforce profile is to radically shift.	This can be completed as part of the Equality Standard for the Police Service that is a tool already available to forces. It is also something that a Professional Body could provide support to from a national perspective.	N
PB/14	EER 2010	Grow Your Own Schemes ¹ or individually tailored Development Assignments to be developed by each force at ranks where there is under representation.		Y
PB/15	EER 2010	Positive Action programmes should be assessed and reviewed to ascertain what has been successful.		Y
PB/16	EER 2010	The completion of diversity monitoring forms needs to be mandatory.	Duplication of PB/3	N/R
PB/17	EER 2010	There should be a national standard of diversity monitoring so that workforce composition in relation to equalities can be properly understood.	The Professional Body can provide this and manage the collation to support forces to meet their duties.	Y
PB/18	EER 2010	Police officers should have one ID number that then stays with them throughout their career so enable effective equality	A Professional Body would have the ability to register individuals against a unique	Y

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		monitoring.	identifying number across the service which will then enable more effective monitoring of progress.	
PB/19	EER 2010	A nationalised police service staff survey with standard questions should be used to reveal trends and patterns across the whole service.	This is something that would need to be considered by a Professional Body once established as part of its function.	Y
PB/20	EER 2010	Data on probationers and officers leaving with less than two years service and at key points in age/career stage to be scrutinised by forces to identify any disproportionality. That in forming and implementing a professional body, links should be made with 'Equally Professional' and PARN to ensure that their experiences can remove barriers that may exist.	This would be captured as part of PB/18 and standard monitoring.	Y
PB/21	EIA	That any new professional body incorporates a full monitoring mechanism from the outset to ensure that there is available information and analysis to address inequality and identify issues.	Accepted. Contact has already been made, and a seminar is being attended in January 2011.	Y
PB/22	EIA	That the executive of the professional body should have lay representation to help to increase representation at that level in the service.	The monitoring mechanisms will cover all functions including the professional development approach, leadership and delivery.	Y
PB/23	EIA	The professional body has some sort of community advisory group to act in a similar way to Independent Advisory Groups in the service.	Accepted and included in Review.	Y
PB/24	EIA		Accepted and a citizen panel included in the proposals.	Y

Actions in Relation to the Professional Development Approach

<u>REF</u>	<u>SOURCE</u>	<u>ACTION/RECOMMENDATION</u>	<u>REVIEW RESPONSE</u>	<u>ACCEPT?</u>
PD/1	EER 2010	Centralise all in-service recruitment for all promotion opportunities, specialist roles, and temporary and secondment roles.	A central recruitment and search function has been considered as part of the review and this recommendation should be carried over into the	Y

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			implementation if the Review is accepted.	
PD/2	EER 2010	Promotions system to be simplified and the number of stages reduced, in line with other sectors.	The Review makes the recommendation that promotion processes should be simplified.	Y
PD/3	EER 2010	Increase candidature for women at OSPRE Parts I and II at sergeants and inspectors to 33%.	This may not be relevant if the promotion process is overhauled, also this is an activity for forces to address through positive action. The Review has recognised the need for effective Talent Management throughout the service and as such has made recommendations that the Professional Body provides that function.	N
PD/4	EER 2010	Each force to identify a talent pool of women and BME officers and staff and to provide mentors for them.	This activity falls with PD/4.	Y
PD/5	EER 2010	NPIA to work with forces to support them in developing their recruitment, promotion and retention plans to radically shift the workforce profile in the shortest possible timeframe.	This recommendation is no longer valid as the Coalition Government does not encourage central targets and has also abolished the APA as of March 2012. If forces want to set local targets that should form part of their business planning process using effective Talent Management processes.	N/R
PD/6	EER 2010	In line with workforce planning targets agreed by their APA, forces should set individual targets for the recruitment of under represented groups.	This activity falls within PD/6	N
PD/7	EER 2010	Forces should use workforce planning to develop bespoke recruitment and retention strategies to suit their individual and workforces profile needs.		N/R

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PD/8	EER 2010	Forces should make use of additional appointment criteria which utilises the need for a community language.	This criterion is the 'genuine occupational requirements' element of various equality legislation and is still available for forces to use if they wish to as part of the work they would undertake under PD/6.	N/R
PD/9	EER 2010	Additional selection criteria at force level should be equality impact assessed for disproportionate impact on under represented groups.	This is an existing requirement of forces as part of equality duties.	N
PD/10	EER 2010	Obtaining the Chief Constable's support for attendance at SPNAC needs to be reviewed, especially where this is refused.	It is proposed that candidates will still require a Chief Constable's approval before applying for PNAC, but that community members are used as part of the selection processes and facilitated by the Professional Body as part of an executive search function.	N
PD/11	EER 2010	The mentoring and coaching system should be standardised to remove excess stages and make it more accessible to under represented groups.	This would form part of the function of a Professional Body and will be taken forward as this work is implemented.	Y
PD/12	EER 2010	Exit interview data should be easier for officers to complete. Line managers should work with under represented groups who wish to leave to ascertain the reasons and put in place an action plan.	There is a responsibility within this recommendation for forces to undertake, but the exit data can be analysed by the Professional Body and will be incorporated into implementation process.	Y
PD/13	EER 2010	The requirement to obtain a line managers approval to enter the promotions system should be removed.	This has been done during the National Police Promotions Framework and has varied success. This will have to be scoped further to identify the most effective method of	N

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			controlling the flow of people undertaking the promotion exams (cost and lack of planning) but to allow the greatest diversity (subjectivity in line manager decision making).	
PD/14	BME Reps	The requirement of 'Ready Now' by Chief Constables and SPNAC has a disproportionate adverse impact on under-represented groups as there is a perception that it is much easier for white male colleagues to obtain support.	This has been removed as part of the Review.	Y
PD/15	EIA	The responses to the Leadership and Training Survey should also be considered in relation to responses and biographical information.	Completed and included in the EIA.	Y
PD/16	EIA	That further analysis of progression within the service to identify the specific points at which people leave or seem to halt in the process and the reasons why.		Y

Actions in Relation to Leadership

<u>REF</u>	<u>SOURCE</u>	<u>ACTION/RECOMMENDATION</u>	<u>REVIEW RESPONSE</u>	<u>ACCEPT?</u>
LM/1	EER 2010	ACPO to mentor as many under represented groups as possible from senior ranks to plan for future roles at ACPO level.	Those who are mentoring should be identified through being able to mentor effectively and also mentors from other sectors should be considered where there is less diversity. This should form part of the Professional Body function.	Y
LM/2	EER 2010	The Home Office Workforce Gender and Ethnicity Tool should be used by all forces in developing their workforce planning data.	This Tool was not published by the Home Office and there appears to be no plans to do so.	N

Actions in Relation to Delivery

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<u>REF</u>	<u>SOURCE</u>	<u>ACTION/RECOMMENDATION</u>	<u>REVIEW RESPONSE</u>	<u>ACCEPT?</u>
DM/1	PolFed	Research about the equality implications of various methods of training inside the police service should be undertaken.	This should be completed as part of the implementation work to determine how training will be delivered.	Y

Appendix Five	Historical Chronology
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Nineteenth Century

Year	Significance
1829 – Metropolitan Police Act:	<p>Metropolitan Police was formed in 1829. An ex-soldier – Colonel Charles Rowan (46) and an Irish Barrister – Richard Mayne (33) were appointed as the first Commissioners and they found accommodation at 4 Whitehall Place, which backed onto a narrow lane to the east of Whitehall known as Scotland Yard</p> <p>May, 1830, the Metropolitan Police was a force about 3,300 strong</p>
1831 – Special Constables Act	Empowered Justices to conscript men as Special Constables on the occasion of a riot or a threat of riot.
1835 – Municipal Corporations Act	Made provision for forces to be set up as appropriate. Essentially, the Act placed the responsibility of a ‘new police’ under the democratic town councils and had the effect of once more reaffirming the responsibility for the maintenance of law and order to rest with convenient bodies of local citizens,
1836-1839 – Royal Commission	<p>Established for “Inquiring as to the best means of establishing an efficient constabulary force in the counties of England and Wales.”</p> <p>Conclusions: A single professional police force should be created for rural areas on the same principles of training and management as had been applied to the Metropolitan Police. The Metropolitan Police Commissioners should regulate the force, under a code of rules approved by the Home Secretary. One-quarter of the cost should be borne by the Exchequer and three-quarters should be met from county rates. The new force, numbering no more than one policeman for every 2,000 of the population, should not be imposed on the country by direct government action, but magistrates in quarter sessions should be empowered, by majority vote, to apply to the Metropolitan Commissioners for an allotment of police to them. The magistrates should have power to dismiss officers found unsuitable</p>

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1839 – County Police Act	Outcome of Royal Commission. Establishes regulations for policing
1853 – Select Committee on Police	Debated the need for a uniform system of policing
1856 – County and Borough Police Act	<p>Empowered the Crown to appoint three inspectors of constabulary to assess the state of efficiency of all police forces</p> <p>Inspections began in autumn 1856 and the first set of annual reports was laid before Parliament in September, 1857. The first inspections identified that there were 226 separate police forces ranging in size from the Metropolitan Police to one man in no fewer than thirteen of the small boroughs.</p>
1890 - Police Act,	Authorised standing agreements to be made between forces, providing for mutual aid

Early Twentieth Century

1906 -1908 Royal Commission	Terms of reference related to the Metropolitan Police only (in response to allegations of corruption – which were rejected)
1919 – Desborough Committee	<p>Response to police strikes over pay and conditions. ToR ‘to consider and report whether any and what changes should be made in the method of recruiting for, the conditions, of service of, and the rates of pay pensions, and allowances of the police forces of England, Wales and Scotland.’</p> <p>Put forward fifty one recommendations that were incorporated into a two part report.</p> <p>Part One of the report was published in July 1919 and made sixteen recommendations specific to; organisation, pay, housing arrangements, rent aid and certain aspects of pensions</p> <p>Part Two of the report was published in January 1920 and contained thirty five recommendations relating to; recruitment and training, discipline, promotion, leave, medical arrangements, pensions, grouping of police authorities for purpose of control, and the merging of the smaller Borough Forces in the County Forces</p>
1919: The Police Act,	Prohibited policemen from joining a trade union, but made it a criminal offence to induce a policeman to strike. The Police Federation was established as the representative body for all police officers up to the rank of chief inspector, and its neutrality, too, was guaranteed by a prohibition against associating with any body or person outside the police service (such as trade union.)

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	Power was given to the Home Secretary to regulate police pay and conditions of service, and a Police Council was established as a central consultative and advisory body before which regulations were to be laid.
1925	First meeting of the Police Council
1930	Police Council proposes formation of National Police College (Dixon Scheme) – halted due to economic downturn
1932 – Lord Trenchard’s Annual Report:	Proposed Metropolitan Police College, which would train bright young officers and recruit others from public schools and universities to recruit ‘officer material’
Metropolitan Police Act of 1933	Amongst other provisions, Metropolitan chief inspectors were taken out of membership of the Police Federation.
1944 - Expert Committee	<p>The Committee’s terms of reference ranged widely, from the employment of police-women to the need for a national Police College. It was asked to have a fresh look at the way in which police forces were organised, the distribution of senior ranks in a force, the arrangements for training recruits and promoting men to supervisory rank, communications systems, police buildings etc. As wide as the terms of reference were, the Committee was not asked to review the future of the smaller police forces.</p> <p>Four separate reports published:</p> <ol style="list-style-type: none"> 1. Higher Training for the Police Service in England and Wales 2. Organisation of Police Service 3. Police Buildings and welfare 4. Responsibilities of Higher Ranks, Organisation, Conditions of Service of the Special Constabulary

Post WWII

March 1947 - Report Of The Police Post-War Committee - Higher Training for the Police Service in England and Wales	<ol style="list-style-type: none"> a) A Police College should be established on a national basis, open equally to all the police forces in England and Wales. b) There should be a junior residential course of six months.
June 1946, F.A. Newsam (Chairman):	“Normally, the students attending this course would be sergeants who have passed the examination for promotion to inspector and are nominated for the College by the police authority or the chief officer of police concerned...”

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June 1948	National Police College was opened at Ryton-on-Dunsmore. It did not move to its current home at Bramshill until 1960.
1946 – Married Women in the Police	The ban on married women serving in the police service was lifted
1949 – Oaksey Committee	<p>Two reports:</p> <p>April 1949: The first report was a lengthy examination of pay and conditions of service and recommended a modest pay increase, conditional upon police officers agreeing to 'average'; i.e. to have their pensions based on their average pensionable pay over the last three years of their service.</p> <p>November 1949: appointment, training, and promotion of police officers, discipline, housing, and amenities and the establishment of pay negotiating machinery.</p>
1951 – First Arbitration Pay Award	<p>Sir Malcolm Trustram Eve, sat with two assessors to hear the submissions of the Police Federation and the police authorities, after the Police Council failed to reach agreement.</p> <p>Widely regarded as a forerunner of the pattern which would emerge under the new Police Council.</p>
1953 – The New Police Council:	<p>Agreements reached included:</p> <ul style="list-style-type: none"> • 8% pay increase • London Allowance doubled to £20 a year
1958 – Lump Sum Pension:	<p>Agreement reached on a scheme for voluntary commutation of a portion of a police pension in exchange for a lump sum payable on retirement.</p> <p>Originally only for officers 'in good health'.</p>
1959 – Police Federation Act:	The Act granted full membership of the Police Federation to policewomen and restored membership to Chief Inspectors of the Metropolitan Police.
1960 – The Royal Commission:	<p>Led by Sir Henry Willink</p> <p>Examined the means of controlling the police and bringing them to account when things went wrong: reflecting the need for a redefinition, acceptable to Parliament, of the constitutional position of the police in the State. The Commission was asked to</p>

	<p>consider:</p> <ol style="list-style-type: none"> 1. The constitution and functions of police authorities 2. The status and accountability of members of police forces, including chief officers of police 3. The relationship of the police with the public and the means of ensuring the complaints by the public against the police are effectively dealt with and 4. The broad principles which should govern the remuneration of the constable, having regard to the nature and extent of police duties and responsibilities and the need to attract and retain an adequate number of recruits with proper qualifications. <p>Interim Report, on police pay, in November 1960</p> <p>Offered not only principles but a formula which could be used to translate the principles into a monetary award</p> <p>Second Part of the Willink Report recommended new procedures for investigating complaints against the police, the amalgamation of very small police forces, the inclusion of magistrates on police authorities and the abolition of the powers of watch committees to discipline and promote police officers.</p>
<p>1962 – First Special Course</p>	<p>Designed for promising young officers who had done well in the national promotion examinations. After completion of the course, they were to spend 12 months as Sergeants before being promoted to Inspector.</p>
<p>1964 – Police Act:</p>	<p>Implemented most of the recommendations of the Willink Royal Commission Report.</p> <p>Gave statutory authority to the Police Council and updated the legislation on the Police Federation.</p> <p>The Police Advisory Board (PAB) established to deal with professional matters.</p> <p>The right to commute part of their pensions was extended to all officers retiring on full or ill-health pensions.</p>
<p>1966 – The Federation supports force amalgamations:</p>	<p>Police Arbitration Tribunal rejected the Federation’s claim for higher pay and under-manning allowances, upholding more modest proposals by the Official</p>

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	<p>Side. The new Home Secretary, Roy Jenkins, invited the Federation to join the Police Advisory Board working parties to investigate Manpower Equipment and Efficiency.</p> <p>Jenkins announced a surprise scheme for amalgamations of police forces, aimed at reducing the number of separate forces from 125 to 40, supported by the Federation.</p> <p>The Government announced a total pay freeze for 12 months, as part of a package designed to deal with the economic crisis. The police were partly exempted, and their pay was only frozen for six months.</p>
<p>1967 – Police Advisory Board Working Parties on Manpower, Equipment and Efficiency:</p>	<p>The reports of the three were published, including recommendations for more civilianisation. Unit beat policing and ‘Panda’ schemes were endorsed as ways of making better use of scarce resources</p> <p>A Graduate Entry Scheme was introduced to try and attract better-educated recruits to the service.</p> <p>James Callaghan became Home Secretary. Vetoed Police Council agreements to award under-manning allowances to several forces.</p> <p>Rejected proposals to improve police uniforms because of the costs involved.</p> <p>Overrode the recommendation of the PAB Working Party to abolish numerals on police uniforms.</p> <p>The Government overruled objections to plans to further re-organise police forces to make boundaries coincide with the new local government districts to be set up in 1974.</p>
<p>1970: The Equal Pay Act</p> <p>Interim pay award</p>	<p>The Equal Pay Act required that women police officers should receive the same pay as their male colleagues. Previously they had received 90% of the men’s pay.</p> <p>A crisis in police officer numbers forced the authorities to concede an interim pay increase, but this was not enough to stem the wastage of experienced officers, nor to attract recruits in the numbers required.</p>

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<p>1978 – Edmund-Davies Report</p>	<p>Announced a substantial increase in police pay, which included an unspecified amount to take account of the absence of the right to strike.</p> <p>The report also proposed linking future pay rises to an index of all non-manual workers. The Government accepted the findings, but insisted on staging the pay increases over two years.</p> <p>The Committee also proposed replacing the Police Council with a Police Negotiating Board with an independent chairman and secretariat, and with the inclusion of magistrates on the official side.</p> <p>Edmund-Davies further recommended that each force (except the Metropolitan) should set up Joint Negotiating and Consultative Committees consisting of management and police staff associations, together with liaison committees representing the staff associations and the police authority</p>
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1979- Present

<p>1979 – Edmund-Davies pay recommendations implemented</p>	<p>Following the Conservative victory in the General Election, the new Government immediately implemented the Edmund-Davies award in full, and pledged itself to honouring the pay standards in the future.</p>
<p>1980 – Criminal Justice Act</p>	
<p>1981 – Brixton and Toxteth Riots:</p> <p>November</p>	<p>Scarman Report</p>
<p>1983 – PACE establishes a new Police Complaints Authority:</p>	<p>The Police and Criminal Evidence Act increased stop and search powers and made the recording of all stops compulsory, introduced the mandatory recording of interviews and established a new Police Complaints Authority.</p> <p>The Police Training Council announced changes to the training of new police recruits, in the light of the Scarman report into the Brixton riots, which found the situation had been exacerbated by younger, inexperienced officers</p>
<p>1985 – Prosecution of Offences Act:</p>	<p>Establishment of the Crown Prosecution Service.</p> <p>Major rioting again broke out in inner cities, culminating with the murder of PC Keith Blakelock on the Broadwater Farm estate in North London.</p>

<p>1987 Promotion System Review:</p>	<p>The 1987 review of the existing promotion system commissioned by the PPEB and Home Office found that “the validity of the present police promotion examinations has been questioned for some time now”, and consequently the Police Training Council endorsed a review of the promotion examinations, with the aim of “ensuring that they contribute to police officers securing a sound foundation of professional and legal knowledge and provide an assessment of other qualities required at the next rank.”</p>
<p>1991 – OSPRE[®] introduced</p>	<p>OSPRE[®] (Part I law and procedure Objective Structured Performance Related Examination) examination and Part II Assessment Centre</p>
<p>1991 – The Police Federation published The Policing Agenda, supported by the Scottish and Northern Irish Federations</p>	<p>‘Nine Points of the Law’ It looked at key areas affecting the police, such as manpower and resources, the criminal justice system and police powers and duties.</p> <p>Also set out an updated version of Sir Robert Peel’s ‘Nine Points of the Law’, including a call for a Royal Commission on Policing.</p>
<p>1992 – Three Inquiries: the government-initiated three different inquiries to examine various aspects of policing</p>	<p>the Royal Commission on Criminal Justice</p> <p>Home Secretary's White Paper on Police Reform.</p> <p>The Sheehy Inquiry into Police Responsibilities: Review of HR policies and practices within the Police Service sought to apply New Public Management principles to the Police Service. The report made clear that the Inquiry did not consider policing to be a unique occupation, and recommended:</p> <ul style="list-style-type: none"> • A reduction of police numbers, • £2,000 cut to the constable’s starting pay, the abolition of the housing allowance • A reduced rank structure. <p>The report initially recommended increased use of performance-related pay for all officers and staff before focusing on those of Association of Chief Police Officers (ACPO) rank (Assistant Chief Constable and above).</p> <p>Successfully recommended abolition of the Deputy Chief Constable and Chief Inspector roles, which were later reinstated.</p> <p>New recruits were to join on a fixed 10 year contract, renewable at the chief officer’s discretion for five year periods, and they would only be eligible to a full pension after 40 years’ service.</p>

	<p>Abolished uniform incremental scales in favour of a matrix based on an evaluation of the roles, responsibilities and performance of individual officers.</p> <p>Future pay increases would be based on the pay of non-manual private sector workers, and one-third of each increase would be performance-related.</p>
<p>1995 – Police and Magistrates’ Court Act:</p>	<p>Changed the way the police authorities were structured, allowed for the election of independent members and made chief constables responsible for their own budgets.</p> <p>The Act reduced the size of Police Authority boards typically to around 17 people, approximately half their original size; reduced the directly elected element of the police authorities from two-thirds to ‘majority’, who were chosen from existing councillors (the remaining members were to be appointed from magistracy or as ‘independents’); and transferred management functions and control over budgets from Police Authorities to Chief Constables.</p> <p>Authority functions were reduced to choosing Chief Constables from a Home Office shortlist, monitoring performance and sustaining public consultation mechanisms.</p>
<p>1997 - OSPRE[®] Review:</p>	<p>Police Promotion Examinations Board (PPEB) agreed that a fundamental review of OSPRE, the qualifying examination for promotion to sergeant or inspector in police forces in England and Wales, should be undertaken</p>
<p>1998 - The Lawrence Enquiry:</p>	<p>The Enquiry reported ‘pernicious and institutional racism’ in the Police Service and roundly condemned police operational performance in the investigation of the murder of Stephen Lawrence in 1993.</p>
<p>1999 – Conditions of Service:</p>	<p>New disciplinary measures, aimed at eradicating corruption from the service, came into force after lengthy negotiations with ACPO and the Home Office. The criminal standard of proof in disciplinary hearings was replaced by the balance of probabilities, and a ‘fast-track’ procedure was introduced for those charged with the most serious offences, and for those whose guilt was thought to be ‘self-evident’.</p> <p>Also changed pay and conditions over aspects</p>

	such as uniform allowance.
2000 – Crime Fighting Fund:	Extra funding released to counter serious shortage of police officer numbers.
2001	<p>The constitutions of the Police National Board and the Police Advisory Board were finalised: the Full Board would now discuss pension matters, the numbers of each side were reduced to 22 and the Home Secretary was given the power, in matters of national importance, to refer issues for discussion and to set deadlines on negotiations.</p> <p>The ranks of Chief Superintendent and Deputy Chief Constable, which had been abolished in 1994, were reinstated.</p>
2001 (November) - The Police SEARCH[®] (Standardised Entrance Assessment for Recruiting Constables Holistically) Recruit Assessment Centre:	<p>Introduced in order to create a greater degree of consistency in the way police constables were recruited throughout England and Wales.</p> <p>All 43 Home Office forces in England and Wales were required to use the Police SEARCH[®] Recruit Assessment Centre by 30th April 2004. In addition three non-Home Office forces were also using the Assessment Centre process.</p>
2001: White Paper Policing a New Century: A Blueprint for Reform	<p>Proposed cuts in overtime pay, changes to duty rosters and sickness and ill-health pension arrangements, and the abolition of the plain clothes and the subsistence, lodging and refreshment allowances leads to Pol Fed march on Whitehall</p> <p>A new agreement was eventually accepted by the Federation, which included new short pay scales for the federated ranks, a new competence-related threshold payments scheme, more flexible working patterns, the rationalisation of allowances and a new scheme to encourage officers to stay on for more than 30 years.</p>

<p>2002 The Police Reform Act</p>	<p>Introduced Police Community Support Officers to the streets, and announced the creation of the Independent Police Complaints Commission, to start work in 2004.</p> <p>Set up a New Police Standards Unit. The Home Secretary was empowered to draw up annual national policing plans and new codes of practice and to require Action Plans from failing forces. The Home Secretary could also now require Chief Constable to resign (including loss of pension rights). In Addition, the Act required all police forces to adopt the National Intelligence Model (NIM)</p>
<p>2003 (March) Home Circular Promotion Changes:</p> <p>Consultation document Policing: Building Safer Communities Together published:</p> <p>October - The Secret Policeman: Panorama programme – ‘The Secret Policeman’</p> <p>December – Commission for Racial Equality Formal Investigation Into the Police Service, Training Centres and Others (England And Wales):</p>	<p>A revised constitution for the Police Promotion Examinations Board</p> <p>Changes to the police promotion examinations:</p> <p>The adoption of the National Competency Framework as the basis for assessment of competence in Part II OSPRE. The first examinations which will be based on the National Competency Framework will take place in May 2002 (Inspectors Part II)</p> <p>Government announced plans to recruit an extra 9,000 officers over the next three years</p> <p>The documentary exposed examples of racist attitudes and behaviour among some officers from GMP and North Wales Police.</p> <p>Acting under the Commission’s duties under section 43 of the Race Relations 1976 Act as amended (‘The Act’), and using powers granted to the Commission under section 48 of the Act, the Commission intends to carry out a Formal Investigation into certain aspects (as specified in the terms of reference) of recruitment, training and management of police officers Final Report – March 2005. The Report included 125 recommendations including</p> <p>CRE rec 102, paragraph 6.394 - Chief officers should make sure that forces comply with the employment monitoring duty, taking into account the Commission for Racial Equality’s Code of Practice on the duty to promote race equality and</p>

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	those who can meet certain National Occupational Standards (NOS).
2004 - The Morris Enquiry:	Highlighted an insufficient police focus on human resource management, called for an overhaul of the Directorate of Professional Standards and recommended stronger, centralised administrative functions
2005 - Leading for Those We Serve Police Leadership Qualities Framework	Intended to be the Police Service's statement on leadership, written on behalf of the Service, based on the views of those who have first hand knowledge of policing and given back to the Service to assist the growth of future generations of police leaders.
2005 – Home Office Report, 'Closing the Gap':	proposed new 'Superforces', claiming that the structure of the 43 police forces was no longer adequate, and recommended that smaller forces should be amalgamated
2006 - The Police and Justice Act:	Established the National Policing Improvement Agency (replacing the Central Police Training and Development Authority and Police Information Technology Organisation). PCSOs were delegated a range of standard powers.
2006 – Police Pay Booth Review:	to: "consider the options for replacing the current arrangements for determining changes to police pay." A new 35-year pension scheme finally came into effect, after seven years' negotiation. Contributions were set at 9.5%, and the pension was payable from 55 or deferrable until 65. The maximum pension was half of the final salary with a lump sum of 4x the pension, and it was also payable to unmarried partners as well as spouses and civil partners. The minimum recruitment age was lowered from 18 years 6 months to 18 years.
2007 - The Flanagan Review of the Police Service:	Was set up to investigate way of reducing bureaucracy, Embedding Neighbourhood Policing, improving local accountability and improving police efficiency. Its interim report highlighted the issue of bureaucracy, the perverse (September), consequences of government targets and recommending greater use of technology to drive workforce efficiency.

<p>2008 (September) - National Police Promotion Framework for the rank of Sergeant and Inspector Licensing System</p> <p>Government Green Paper: From the Neighbourhood to the National</p>	<p>lead the Service in national succession planning to enable future leaders to reach their full potential and progress through the service</p> <p>5. Diversity Strand - A workstream within leadership development to formulate and implement strategies for the improved selection, retention and promotion of minority staff to ensure the workforce more clearly reflects the diversity of the community it serves</p> <p>6. Frontline Supervision - A workstream to improve leadership skills for sergeants and inspectors and police staff at similar levels Review of HMIC findings in Summer 2008</p> <p>7. Accreditation and Assessment Workstream - which ensures that there is an accreditation and assessment framework underpinning new leadership products.</p> <p>Policing Minister announces launch of a rigorous licensing system that all forces using the new National Police Promotions Framework (NPPF) will need to meet. Forces will have to achieve key criteria around PDR, resources and communications planning to gain a licence to implement the NPPF</p> <p>Set out the police services commitment to a new policing pledge as a national standard on what people could expect from the police, underpinned in each area by a set of local priorities agreed by people in each neighborhood.</p>
<p>2009</p> <p>December White Paper: Protecting the Public: Supporting the Police to succeed.</p>	<p>Aimed to Strengthen accountability Increase productivity</p> <p>Referenced collaborative working through procurement and the ISIS programme to drive out significant costs in the police service</p>

May 2010

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May 2010: General Election	Election of Conservative/Liberal coalition
July 'Policing in the 21st Century'	Policing in the 21 st Century document <ul style="list-style-type: none">- Phasing out of NPIA- Establishment of National Crime Agency which will absorb SOCA, CEOP and operational functions of NPIA- Establishment of Policing and Crime Commissioners and Policing and Crime Panels- Emphasis on 'Golden Thread' of policing – local to national to international
October	CSR announcement – anticipation of 25% cuts to police forces

Appendix: Six (A)	Rapid Evidence Reviews What works in leadership development?
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NPIA Research Analysis and Information Unit (RAI), October 2010

Authors: Jenny Kodz and Isla Campbell

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Summary of key findings

Section 1. Introduction

Section 2. Summary of leadership development studies for non-police public sector organisations

Section 3. Overview of police leadership development studies

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Annex 1. Overview of outcomes of leadership development programmes in non-police public sector organisations

Annex 2. Overview of outcomes of leadership development programmes for police organisations

Annex 3. Overview of review methods

Summary of key findings

- Leadership development interventions in public sector organisations can be highly effective in improving participants' knowledge. The evidence also suggests that leadership interventions can have beneficial impacts on organisational performance outcomes, behaviour change and career progression. Police leadership development programmes are generally perceived to be effective.
- There appear to be two key limitations with the evidence base on leadership development:
 1. A lack of robust leadership development evaluations in the police sector; findings presented in this paper specifically relating to the police service are based only on perception based evidence.
 2. The wide variety of types of programmes that have been evaluated in other parts of the public sector mean that it is difficult to draw definitive conclusions on what works in relation to different approaches to leadership development. However, evaluation of leadership development is clearly complex with outcomes difficult to quantify and attribute.
- Key lessons that can be drawn from the evidence reviewed in relation to implementing leadership development programmes effectively include:
 - embedding leadership development in organisational culture and infrastructure to ensure there is support for self-development and learning
 - integrating a range of learning methods and where possible tailoring approaches to the learning styles and development needs of learners.
- The evidence suggests that promising learning methods include:
 - Reflective learning methods such as action learning in particular. Within the police sector informal learning, learning from peers and leaders, and facilitated learning in syndicates all appear to be valued.

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- Coaching and 360 degree feedback sessions which may develop self awareness. Careers advice and constructive appraisal and feedback are also perceived to be effective in the police service.
- From the limited evaluation studies available for the police sector, there is tentative evidence that the following are also valued by police participants:
 - Police specific as well as external leadership development programmes
 - Mixed organisation attendance on police service training
 - Learning from doing
 - Fast track leader development programmes
 - Positive action programmes for under-represented groups
- There appears to be little evaluation evidence on the use of e-learning for leadership development. Within the police service this approach can be poorly received.

Section 1. Introduction

As part of the Review of Leadership and Training Functions¹, the NPIA Research Analysis and Information Unit (RAI) has been tasked with conducting a quick evidence review on leadership development in policing.

Key questions that this review has attempted to address are:

- What are the most effective leadership development practices
- Which of these could potentially offer greatest value for money
- Whether there is any evidence on specific delivery models.
- What evidence is there on the impact of police leadership development programmes

A systematic approach to conducting this review has been used in order to avoid any potential bias in the findings presented and to ensure the approach taken is replicable. The review is primarily based on a systematic search commissioned by RAI in 2009 for research evidence on leadership development programmes covering all sectors². Searches were conducted of seven electronic databases. A sifting and review stage was then conducted during 2010 specifically for the drafting of this paper. It was necessary to restrict the approach and the papers included in the review, due to the short time available (six weeks) to undertake the work. Studies finally included were either systematic reviews of evidence, pre-post test evaluation studies with control groups or if there was no control group the study contained strong learning points in relation to different components of leadership development programmes. In order to identify any key systematic reviews on leadership development that the systematic searches may not have picked up, a Google search and a search of the National Police Library database has also been conducted specifically for this paper.

The systematic search found no references relevant to the police sector. For this reason a further search has been conducted of the National Police Library database and the National College of Police Leadership have provided details of evaluations of national police leadership development programmes (seven in total.) A further four

¹ A Review of [Police] Leadership and Training at a time of transition – commissioned by the Home Secretary, led by Peter Neyroud and due to report in December 2010.

² The systematic search was conducted by the Institute of Work Psychology, University of Sheffield.

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police related studies exploring perceptions of effective methods for leadership development have been identified and included. In addition, some findings have been drawn from a paper drafted previously by RAI on the evidence base on fast track development schemes, which identified and summarised three police specific studies³.

In total, 24 studies have been included in this review, 11 on public sector organisation (non police sector) three of which were systematic reviews of evidence and 14 police specific studies. This paper has been peer reviewed, in order to ensure it has reached a publishable standard and that there are no significant omissions that may influence the findings

A more detailed overview of the review methods is provided in Annex 3.

A further point to note is that this paper does not make an attempt to define the terms 'leadership' or 'leadership development'. Instead it relies on the definitions used by the papers included in the review. All the studies included are set out as evaluations of leadership development programmes. NPIA has also produced a rapid evidence assessment of leadership within the police service, which presents research evidence on effective leadership competencies and behaviours (Campbell I and Kodz J 2011).

Structure of this paper

The findings from the systematic searches are presented in two sections below, summarising the evidence base and drawing key learning from studies relating to non-police sector organisations (Section 2) and then lessons drawn from specifically police related research and police leadership development programme evaluations (Section 3). The non-police sector related studies are presented first, as this has the strongest evidence base. The section on specifically police related leadership development draws on weaker evidence and hence the learning points are less reliable than the previous section. References are provided after Section 3 and two appendices present summaries of the studies that have been reviewed for this paper. Annex 3 provides an overview of the review methods.

Section 2. Summary of leadership development evaluation evidence in non-police public sector confidence

2.1 What works in leadership development in non-police public sector contexts?

Evidence from a meta-analysis on the effectiveness of managerial leadership development programmes (Collins 2002) found that such interventions can be moderately effective at improving organisational performance outcomes and behaviour change and expertise. This study, along with a series of pre-post test evaluation studies with control groups (See Annex 1 for full details) also suggests that leadership development programmes can be highly effective at improving participants' knowledge. Other beneficial impacts have been found in relation to career progression, performance of subordinates and some stress related symptoms.

Based on the evidence reviewed, it is difficult to draw definitive conclusions on what works in relation to different approaches to leadership development. This is due to the wide variety of types of programmes evaluated. For example, the primary studies reviewed ranged from brief multi-component leadership interventions such as a five

³ Fast-track development schemes – An initial map of the evidence base. NPIA Research Analysis and Information Unit 2008

day residency programme to one to two year programmes. Collins' (2002) meta-analysis of 83 studies categorises the content focus of each of the interventions examined but makes no comparisons in relation to the relative effectiveness of the different types of programme. In view of this lack of firm evidence on what works, learning points on approaches to leadership development drawing from promising evidence are outlined in the following section.

2.2 What is promising in leadership development in non-police sectors? Learning points on approaches to leadership development and its wider organisational context

This section is based on learning points from the studies summarised in Annex 1 and two further papers described as systematic reviews: Hartley and Hinksman (2003) and Leskiw and Singh (2007). These two reviews may be based on weaker evidence than that described in the primary research studies. Neither paper provides full commentary on the standard of evidence of the studies included in their review. Nevertheless, many of the points made in these reviews are also referred to in other primary studies and where this is the case, reference to the individual study is also given.

The section firstly sets out some key lessons from the evaluation evidence in relation to how to implement leadership development within organisations effectively. This evidence is largely drawn from Leskiw and Singh (2007) who identified factors found to be important for effective leadership development and prevalent in 'best practice'⁴ organisations. The section then goes on to address specific learning methods that appear to be promising.

2.2.1 Implementation lessons

Embedding leadership development in organisational culture and infrastructure appears to be a key factor in the effective implementation of leadership development programmes. Based on their review of 'best practice' organisations, Leskiw and Singh (2007) recommend that organisational structures and systems are in place to implement, support and manage leadership development programmes. This means that leadership development is embedded in the corporate culture and there is on-going support from senior management. Full visible support from senior management is also important. Some further learning points that can be drawn from Leskiw and Singh's (2007) review are social networks should facilitate development and any barriers to growth from within the organization itself should be addressed. Also accountability for leadership development should be shared amongst senior management, the leadership development function, line managers and employees themselves. Overall, leadership development should not be treated as a programme that is someone else's job. These conclusions are supported by Hartley and Hinksman's (2003) review. This also found research that suggests that leadership development needs to link with organizational strategy and to human resource strategy and should be seen in whole system terms not isolated events.

In order to embed leadership development into corporate culture Leskiw and Singh (2007) suggest that 'best practice' is to align leadership development with appropriate systems such as performance management, 360 feedback and incorporate it into daily responsibilities. 360 degree feedback is an appraisal method

⁴ These are organisations where an evaluative study has found that a leadership development programme has resulted in positive organisational outcomes and the programme has been classified as best practice by an independent reviewer.

where ratings of subordinates, colleagues, and superiors and sometimes clients are fed back to the individual. 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.

These recommendations are supported by findings from Ladyshevsky's (2007) study. Participants noted that high workloads and time pressures were common in the workplace and these interfered with their ability to pursue their learning to the extent they would have liked. For example, some participants were not given enough time to engage in peer coaching. Hartley and Hinksman (2003) also suggest that support from the wider organisation is particularly important for 360 degree feedback and job challenge approaches to leadership development (see section 2.22 below).

Conducting a thorough needs assessment: Leskiw and Singh (2007) identify a trend amongst what they define as 'best practice organisations' towards beginning with a needs assessments for leadership development within the organisation. It is suggested this can be achieved through:

- developing clear objectives for leadership development that are linked to the overall business strategy,
- identification of effective leadership and gaps in the stock of leaders within the organisation, and
- external analysis: researching changing trends and their impact on effective leadership, eg observing practices in other organisations and keeping up to date on latest thinking

Carefully selecting participants of leadership development programmes: the evidence suggests that leadership development programmes can have different outcomes for different groups of participants and that selection of the audience is therefore important. For example, Collins' (2002) meta analysis of leadership development evaluations found that effect sizes on objectively measured expertise and behaviour changes were higher for entry level managers than top management. Collins (2002) also concluded that it is important to have the right training content for the right group of people. Another example of how a leadership development programme can have different impacts on different groups of employees is provided in Eid and Johnsen's (2008) study. They looked at the personal characteristic of hardiness⁵ and found evidence to suggest that high hardy individuals have a greater readiness to make use of stressful training experiences as opportunities for developmental growth as leaders.

Leskiw and Singh (2007) identified a range of approaches to selecting groups of employees as participants of leadership development programmes. They found that some organizations focus their leadership development on higher level management positions and others on first level supervisors. Another approach is for organisations to develop leadership at all levels and entitle everyone to leadership development. An alternative is to have one programme for high potential employees and other leadership development opportunities for all employees. Overall, Leskiw and Singh (2007) suggest that within the 'best practice organisations' there appears to be a clear connection between succession plans, high potential employees and leadership development initiatives with an objective identification of high potential employees.

⁵ High hardy individuals believe they can control and influence events, are strongly committed to activities and interpersonal relationships and to self and recognize their own values, goals and priorities in life. They also tend to interpret stressful events in a positive way.

Hartley and Hinksman (2003) discuss a range of methods to select participants of leadership development programmes, such as competency frameworks, appraisals, 360 degree feedback and opportunism. Of these approaches 360 degree feedback was the only approach for which any research evidence was found. Hartley and Hinksman (2003) identified research that suggests that where well handled 360 degree feedback can be important to identify those who need leadership development programmes and for motivating those identified for such programmes.

Evaluating effectiveness of leadership development: the systematic review evidence suggests that best practice organisations are committed to evaluating the effectiveness of their leadership development programmes (Leskiw and Singh 2007). Evaluation of leadership development is clearly complex due for example to the attribution of other contributors to leadership development and the difficulty of identifying suitable comparison groups for rigorous evaluation methods. Evaluations should focus on the overall aims of the leadership development programme and reflect the model of leadership development being used (Hartley and Hinskman, 2003 and Leskiw and Singh, 2007)

Rewarding success and addressing deficiencies: Leskiw and Singh (2007) also highlight the importance within best practice organisations of putting the feedback of evaluation to use and rewarding success.

2.2.2 Promising learning methods

Integrated learning methods: research evidence indicates that leadership programmes should comprise a range of learning methods to develop the range of competencies required. Leskiw and Singh (2007) suggest that different competencies may be developed through different learning modes at different rates and that the learning methods should be geared to fulfil the needs of the business as determined by the needs analysis conducted. Miller et al (2007) and Ladyshevsky (2007) also provide evidence to suggest that integrating methods within a leadership development programme is key to participant learning. For example, Ladyshevsky (2007) study appears to show that applying theory from formal training sessions into practice through workplace assignments and then reflecting on this through coaching, and reflective journaling can be an effective approach to learning. Miller et al (2007) suggest that sequencing of learning methods is a critical factor to take into consideration when putting together a leadership development programme. For example, methods that increase knowledge such as seminars may be most effective when offered before or during an action learning project. Methods that increase self-knowledge such as coaching could be offered before or during an action learning project so participants can address weaknesses during interactions (Miller et al 2007).

Reflective learning including action learning provide opportunities to reflect on what has happened and why and may encourage development of collaborative relationships to solve problems (Hartley and Hinksman (2003, Eid and Johnsen 2008). Action learning sets, which are small groups of learners who come together to reflect on real work issues, can also contribute to influence self perceptions of leadership skills (Eid and Johnsen 2008), offer opportunities to apply skills learned in formal training sessions and promote interpersonal skills and understanding of group dynamics (Miller et al 2007). Systematic review evidence suggests that it is important to select the most appropriate peers for an action learning set and also ensure that the group addresses the most appropriate organizational issues (Hartley and Hinksman, 2003 and Leskiw and Singh, 2007).

Coaching may assist participants in achieving goals, keeping them on track through a leadership development programme (Ladyshevsky 2007) and develop self awareness (Miller et al 2007). Ladyshevsky (2007) suggests that the skill base of coaches is important and that coaching sessions should be non-evaluative and non-threatening in nature in order to promote trust and self-disclosure. However, systematic review evidence suggest there is a lack of research on how coaching occurs, what happens during coaching that supports leadership development and when and why it is successful (Hartley and Hinksman 2003).

360 feedback can increase self-awareness and has been linked to increased trustworthiness (Hartley and Hinksman 2003). Evidence suggests that 360 degree feedback should only be used in appropriate and supportive organisational cultures, and should not be used in isolation but be a part of an overall leadership development strategy. They may also be more effective with certain participants for example those who are more open (Hartley and Hinksman 2003 and Leskiw and Singh 2007).

Formal programmes such as skill development seminars can be important for developing conceptual understanding, strategies and techniques and procedural knowledge (Miller et al 2007). Hartley and Hinksman (2003) highlight the importance of applying learning from formal sessions in the workplace or in other elements of a leadership development programme.

Experiential learning and job challenges such as job transitions, unfamiliar responsibilities, creating change and overcoming obstacles can lead to on the job learning (Hartley and Hinksman 2003). Testing work may build individual skills for example in problem analysis and help to extend networks. However, in order for the challenge to provide a learning opportunity, the individual must have the scope to experiment with different leadership approaches, identify how the challenge is going to develop leadership competencies and engage in self-reflection. It also important that the organisational culture supports the learning experience and not just the performance and that the job challenge is set up to develop appropriate competencies for the individual (Hartley and Hinksman, 2003).

2.3 What is unknown?

No evaluations have been found that assess value for money of leadership development programmes. However, some studies were found through the systematic searches of leadership development evaluations that provide evidence of positive financial outcomes arising from leadership development in the corporate sector. While these studies were not included in this public sector focused evidence assessment, they could be reviewed at a later stage. Also evidence from one of the primary research studies suggests that a programme that incorporated workplace assignments, peer coaching, reflective journaling and goal setting appeared to be an effective and low cost approach to promoting transfer of training (Ladyshevsky 2007).

There was very limited evaluation evidence found that focused on mentoring even though weak survey data evidence suggests it is an effective method of learning. Also networking is discussed in the literature as a learning method (Hartley and Hinksman 2003) but no evidence was found that evaluated impact, possibly due to the fact that outcomes are likely to be diffuse, indirect and take place over an extended period of time. Commentators have suggested that networking can play an important role in leadership development through the sharing of knowledge and

experience, perhaps because peer networks are more sustainable than coaching or mentoring. Research appears to suggest that there is a need for diversity of backgrounds and outlooks, sufficient space to engage in exploration and in some cases facilitation. However, those most in need of leadership development may be less successful in engaging with networks (Hartley and Hinskman 2003).

E-learning is another approach for which no evidence was found. Also succession planning, fast track schemes and secondments are discussed in the literature but with no supporting research evidence (Hartley and Hinskman 2003). An initial map of the evidence base on fast track schemes⁶ conducted by NPIA in 2008 found no robust evidence on what works in terms of speeding up progression of highest quality leaders.

2.4 What does not work?

This paper cannot report on findings on what does not work in relation to leadership development. This is because the studies included were sifted on the basis that the evaluation identified positive effects resulting from the programme.

There are further studies on the database of studies resulting from the systematic searches for evaluations of leadership development programmes that identified mixed or negative effects. These could be included in a review at a later stage.

Section 3. Overview of police leadership development studies

The evidence base for police leadership development is weak. The systematic search found no police relevant studies and whilst the follow-up search of the National Police Library (Bramshill) catalogue found a number of relevant programme evaluations, none are robust enough to allow strong 'what works' conclusions.⁷

Search results:

The following studies and sources of data were identified through the searching process and reviewed for this paper:

- Seven evaluations of UK based police leader development programmes;
- Delegate feedback forms relating to five current National College of Police Leadership (NCPL, Bramshill) leadership development courses (dating from 2009 to September 2010),⁸
- One evaluation of the National Senior Careers Advisory Service (NSCAS) (Gifford and Springett, 2010);
- Three evaluations of police fast track development programmes; and
- Four wider exploratory studies of perceptions of best methods for developing police leaders – including three focused on policing in England and Wales (Macfarlane and Mould, 2002; SIS, 2003; Hay Group, 2010) and one US/internationally focused (Shafer, 2009).

These papers all present findings from perception based research – mainly focussed on gathering views from programme participants (as well as course directors and key

⁶ Fast-track development schemes – An initial map of the evidence base. NPIA Research Analysis and Information Unit 2008

⁷ Summaries of the police related studies reviewed are presented in Annex 2.

⁸ Strategic Command Course (modules 2 and 3); Special Constabulary Senior Leadership Programme; Senior Leadership Programme (executive skills module); Positive Action Leadership Programme; Independent Command Programme (now named Leading Powerful Partnerships)

stakeholders) on the value and impacts of course attendance. Only one of the programme evaluations had a pre-post test design (interviews before, during and 6 – 9 months after the course)⁹. None involved gathering evidence on delegates' performance back in force, beyond asking them for their own perceptions of changes in their behaviour. For example, none gathered evidence from subordinates or peers of the delegates about possible changes in perceptions of the delegate following the course.

3.1 What works in leadership development in the police service?

Given the limitations of the evidence base, as described above, it is not possible to make conclusive 'what works' statements in relation to what works in police leadership development.

3.2 Perception based evidence on approaches to police leadership development

This section draws together evidence that points to effective practice in leadership development. It should be noted however, that the evidence base for police specific leadership development is much more limited than the combined evidence for other sectors (set out in Section 2 above.) The learning points may suggest good practice but they are not conclusive. They are largely based on small studies of participants' perceptions of the leadership programmes. However, many of the points reflect those already set out in section 2 and the findings are set out in a similar structure to those above presenting findings in relation to implementation issues and specific learning methods.

3.2.1. Overall perceptions of leadership development programmes

Whilst delegates can sometimes be sceptical about the value of leadership training prior to attendance, in most cases, the majority of feedback for leadership courses delivered at Bramshill is positive or extremely positive.¹⁰ One of the most commonly cited benefits is increased self-confidence and self-awareness.

3.2.2 Implementation issues

Creating a force culture conducive to self-development and learning A 2009 American study (Shafer, 2009) surveyed participants on an FBI leadership development course, on what they considered to be the most effective means for developing police leaders (as well as the barriers.) The delegates were mainly American, but some had come from across the world. Their combined suggestions placed a strong emphasis on developing a police culture where leadership education and training are timely; officers with leadership potential are identified and developed early; where good leadership is role-modelled (and ineffective leaders are removed) and where a 'blame culture' is replaced with a willingness to accept mistakes made 'in good faith' so developing leaders have more confidence and chance to learn. The three other papers which, like Shafer's, broadly explore perceptions of best ways to develop police leadership skills, present similar views to Shafer's, but in the context

⁹ Campo, C, Bryman, A and Stephens, M (1993) *Leadership, Career Development and the Junior Command Course*, Loughborough University, Report for Bramshill Police College

¹⁰ The most significant exception is the 1993 evaluation of the Junior Command Course (Campo et al, 1993) and recommendations raised from this appear to have shaped the development of equivalent courses currently provided at Bramshill. Concerns largely focused on the lack of training of syndicate directors and possible "teething" problems of introducing "facilitated learning" methods.

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of UK policing (Macfarlane and Mould 2002, SIS/ Police Leadership Development Board, 2003 and Hay Group 2010) (see Annex 2. Table 4.).

Resources, culture and existing leaders can act as barriers. Shafer's 2009 study focused on exploring the barriers to leadership development in the police. Some of the most significant barriers that the paper identifies are finite resources, macro and local aspects of police culture and failures of leadership by current executives. The similar UK based over-view studies (see Annex 2, Table 4) present a very similar range of findings in relation to UK policing.

Police specific and external leadership development programmes appear to be valued and not considered mutually exclusive. The papers present evidence that, on the whole, police officers believe that there is a need for the police service to provide leadership development training (which can take into account the nuances, particular demands and operational context of police leadership.) However, there is also a strong recognition that externally provided training is also of value and a common suggestion that mixing the approaches can be most effective. For example – MBAs are frequently cited as being of value, but not to the exclusion of police specific programmes.

Mixed organisation attendance on police specific training

Both the National College of Police Leadership (NCPL) Strategic Command Course (SCC) and the Independent Command Programme (ICP, renamed 'Leading Powerful Partnerships') are now multi-agency, ie delegates are not just from the police service, and recent evaluation evidence indicates that this is a well regarded feature of the programmes amongst participants. This is partly because it widens the field of experience of delegates and hence, they have potential to learn more from each other. ICP delegates also perceive that the course has increased their confidence when working with partner agencies – including when the partner agency holds the authority position (Hart, 2010.)

Length and structure of courses The police programmes included in this review vary in length from four days to three months. A suggestion that a modular structure could be preferred and considered most effective for leadership development is made in a number of the papers (including the 1993 evaluation of the eight week long Junior Command Course, which was described by one delegate as offering learning that was "quickly got, quickly forgotten" – Campo et al, 1993).

The week long Independent Command Programme (now named 'Leading Powerful Partnerships') seems to have received excellent participant feedback partly because of the intensity of the course – many delegates said they enjoyed the challenge of working hard for a relatively short period. However, even this course supports the value of drawn out learning – since it requires delegates to prepare and implement an action plan for implementation back in force. A "slow burn" effect was described by one participant (Hart, 2010.)

3.2.3 Specific learning methods

Implementing a range of learning methods A conclusion that learning needs to be tailored to individual learning styles and development needs can be drawn from most of the police sector studies reviewed for this paper and in many cases it is explicitly stated. Specifically, purely classroom based learning or lectures appear to be unpopular and ineffective compared with mixed approaches to leadership development.

Informal learning, learning from peers and more senior leaders Among the most commonly cited benefits of attending police leadership development courses are the opportunities for self-reflection and interacting with peers and these are often said to have more learning impact than the formal course content. The value of learning from others (peers, superior officers and leaders from other sectors) appears in all of evaluations NCPL/Bramshill courses – particularly including the perceived value of role modelling and mentoring (both in-force and on course) and inspirational tutors and speakers.

Well managed facilitated learning The majority of the evaluated programmes were courses delivered at Bramshill and followed the format of predominately facilitated learning, with participants divided into syndicates and each led by a syndicate director.

On the whole, this method of learning appears to be well received and considered effective, providing the syndicate directors are organised, trained, motivated and credible. There is a risk with this style of course delivery that the syndicate director can ‘make or break’ the experience for syndicate members. The earliest development programme evaluation reviewed for this paper (examining the Junior Command Course, Campo et al, 1993) uncovered more dissatisfaction with this learning method than more recent evaluations – which could be due to it being at an early stage of development and unfamiliarity by delegates and course directors alike. This evaluation report also highlighted the problems of combining the facilitated learning method (with its stress on a ‘safe’ learning environment) with assessment of delegates.

Experience and ‘learning from doing’ is often perceived to be effective. The perception based evaluation evidence reveals that many police officers state that learning from doing is one of the most effective ways of developing leadership skills. The use of well managed and planned case studies and real time scenarios in development programmes are thought to be possibly the most effective learning method by a significant proportion of those surveyed or interviewed for the studies. A benefit that has been cited by participants is that such experiences offer an opportunity to learn with less risk than real life situations. Similarly, the four papers which have gathered views on best methods for developing leaders (ie are not programme specific evaluations) have all highlighted the perceived value of work-based experience – including shadowing, attachments, secondments and mentored projects (see Annex 2. Table 4).

Group projects Feedback on group projects, including those involving joint essay writing, in leadership development programmes is mixed and seems to largely depend on group dynamics and individual preferences. Making the objectives of the task clear to delegates is said to be extremely important.

Careers advice and constructive appraisal and feedback The recent evaluation of the National Senior Careers Advisory Service (NSCAS) (Gifford and Springett, 2010) indicates that specialist, free careers support for current chief officers (ACPO rank) and aspiring ‘high potential’ ACPO officers (superintendents, chief superintendents and equivalent rank police staff) can be perceived to have significant and beneficial impacts on supporting career progression; supporting the adjustment to new roles and personal and professional development, including the development of leadership capability and improvement in ACPO competencies. Specific skill areas that were said to be most positively affected by NSCAS were communication, negotiation and influencing, maximising the potential of others and resilience.

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The use of 360 degree feedback tools and peer feedback on courses usually receives mainly positive feedback from delegates and is said to improve their self-awareness and help them identify personal development needs. The 1993 Junior Command Course evaluation raised delegates' dissatisfaction with their individual end of course reports – due to their general lateness, blandness and repeating what delegates already knew or had already reported in their own self-appraisal as part of the course (Campo et al, 1993.)

Fast track leader development programmes An initial map of the evidence base on fast track schemes¹¹ found evidence from two police specific studies (evaluating the 'Special Course') which suggested that perceptions of fast track schemes were positive. These papers also provided organisational learning points for development schemes: ensure clear aims and expectations, clear marketing and communications, allow time during working hours for participants to carry out work associated with the scheme and provide structured support (Police Staff College Board of Governors 1983, Adler et al 1995) (see Annex 2. Table 3).

Positive action programmes can be perceived by delegates to have impact. Evaluation evidence and end of course feedback from a small group of delegates indicates that positive action programmes aimed at encouraging officers and staff from under represented groups to stay in the service, apply for development opportunities and progress can be perceived as having significant personal impacts on participants. Delegates have reported feeling a greater sense of self-confidence, self-belief and motivation (to be proactive, to seek knowledge and progress, learn and develop) after attending the course. (Dedat, 2007 and course feedback data from the NCPL 'Positive Action for Leadership Potential' programme since 2009.) The quality of course tutors and speakers and keeping group sizes small are perceived to be crucial to the success of the course. The evaluation evidence does not include research into ongoing impacts and robust measures of behaviour change.

E-learning One evaluation report indicates that attempts to deliver police leadership development through e-learning can face serious difficulties (Thompson-Towle, F 2008.) Suffolk Constabulary evaluated a 'Sergeants Core Leadership Development Programme' (which combined e-learning with workshops and assignments) and found that participants lacked motivation (some thinking that it was "learning on the cheap") and many found it hard to dedicate work time to the e-learning elements of the programme. Another evaluation that asked delegates about preferred learning style (Brown, J., et al 2009) found a strong resistance to e-learning, as it removed opportunities for networking and informal learning. One participant said "it would take the heart out" of the programme (in this case NCPL 'Senior Leadership Programme').

3.3 What is unknown?

The literature search for this review did not find any studies that attempt to robustly measure the impact of police leadership development programmes and other opportunities in terms of long-term impacts on behaviour and values of participants and how these may translate into changes back in force. Whilst a number did ask participants for such examples, limitations of the research designs make it impossible to know for certain whether any such changes were a result of course attendance.

Section 4. Possible next steps

¹¹ Fast-track development schemes – An initial map of the evidence base. NPIA Research Analysis and Information Unit 2008

This review has identified two key limitations in the evidence base:

1. A lack of robust leadership development evaluation in the police sector;
2. The wide variety of types of programmes that have been evaluated in other parts of the public sector which means that it is difficult to draw definitive conclusions on what works in relation to different approaches to leadership development.

Also this literature search and review has been found no evidence in relation to assessing value for money of leadership development programmes. Addressing these gaps could be attempted through the review of further studies on the NPIA leadership development reference database. There are additional references on this database for evaluations of leadership development programmes in the corporate sector and also studies in all sectors that identified mixed or negative effects. These may provide more evidence on some specific types of programmes.

This review has placed emphasis on robust pre and post evaluation designs with control groups. However, outcomes of leadership development programmes are difficult to quantify, evaluate and attribute to specific interventions. It could therefore be argued that this area of study could be best researched through a 'realist' approach and by building up a bank of more context specific but detailed case studies. Studies that include direct observations and more sensitive qualitative methods, such as repertory grid, are likely to be useful, as well as ethnographic approaches.

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Annex 1: Overview of outcomes of leadership development programmes in public sector organisations

Programme and sector	Description of programme	Outcomes	Learning points and implications	Research methods
Meta analysis				
All sectors (public and corporate sector) (Collins D B 2002)	Analysis of 83 studies on managerial leadership development outcomes (1982-2001) of formal training interventions across a range of sectors. Human relations content was the most prevalent focus of the programme (53%), 35% had a management training focus. Other focus areas were employee performance, job and work design, problem solving and strategic stewardship	<p>Studies measuring organisational performance outcomes and behaviour change and expertise indicated that interventions were moderately effective</p> <p>There were no studies included that measured financial outcomes</p> <p>Studies measuring knowledge outcomes showed that interventions were highly effective.</p>	<p>Government organisations had higher average effect sizes</p> <p>Effect sizes higher for entry level managers than top management (on objectively measured expertise and behaviour change)</p> <p>It is important to have the right training content for the right group of people</p>	Meta analysis of 83 studies. Studies separated into four data sets (post test only with control group, pre-test-post test with control group, single group pre-test-post test and correlation) and effect sizes analysed.
Pre-post test evaluation studies with control group				
<p>Medical schools</p> <p>Executive Leadership in Academic Medicine (ELAM) programme for women</p> <p>(Dannels S. A. et al 2008)</p>	Year long development programme for senior women that provides executive leadership training to women faculty at associate or full professor level at schools of medicine, dentistry and public health.	Results support the hypothesis that the ELAM programme has beneficial impact in terms of leadership behaviours and career progression. Participants had statistically significantly higher scores than the comparison group for 12 out of 16 leadership indicators and were more likely to have progressed to senior academic positions five years after the programme.	Study highlights the difficulties of obtaining a completely matched comparison group in the evaluation. For this reason other factors may have contributed to observed differences in outcomes but it is reasonable to conclude that the programme does have some impact.	Pre and post test evaluation with control group. Long term outcomes analysed and participants and comparison group followed up four years after completion of programme.

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			Authors have also conducted qualitative study of how the ELAM programme fosters self-efficacy amongst participants (not obtained for this review).	
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Programme and sector	Description of programme	Outcomes	Learning points and implications	Research methods
<p>Military</p> <p>Transformational leadership training</p> <p>(Dvir T et al 2002)</p>	<p>Three day programme that covered the major propositions of transformational leadership theory. Half day booster sessions were also held with participants before they started working in a leadership role.</p>	<p>Results indicated that the leaders who had participated in transformational leadership training had a more positive impact on direct subordinates' development and indirect subordinates' performance than did the leaders in the control group who participated in 'routine eclectic leadership training'.</p>	<p>The more positive impact of the transformational leaders on direct follower development and indirect follower performance confirms propositions of transformational leadership theory.</p>	<p>32 platoon leaders were randomly assigned to experimental leadership training and 22 to a control group. The trainers were also randomly assigned to the two programmes. Experimental group leaders received transformational leadership training and control group leaders eclectic leadership training. The content of the programmes were different but the delivery methods the same: both programmes included role playing, group discussions, simulation, presentations, peer and trainer feedback. However the control group did not receive the booster sessions.</p> <p>Ratings were collected from 90 direct and 724 indirect followers before the interventions and six months</p>

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				after in order to measure impact on followers' development and performance.
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Programme and sector	Description of programme	Outcomes	Learning points and implications	Research methods
<p>Sector unclear</p> <p>Statewide community leadership development programme</p> <p>Rohs F. R. and Langone C. A. (1993)</p>	<p>Community leadership development programme designed to develop and stimulate local community leaders and lay citizens. Its objective is to develop basic leadership skills, working with other leaders, understanding government functions and identifying issues concerning communities. The programme is a 12 week programme consisting of 72 hours of formal sessions and special issue taskforces.</p>	<p>Quantitative data analysis revealed that significant changes had resulted from the programme. Qualitative data revealed how programme participants became further involved in their communities following the programme.</p> <p>Participants of the community leadership development programme felt more confident promoting causes, were better able to motivate people, make informed decisions, work with people and lead a group than those in the control group.</p>		<p>Pre-test and post-test design with a control group. 281 participants were randomly assigned to a treatment (community leadership programme) and 110 to a control group. Leadership competencies were assessed at the beginning and end of the programme and open-ended interviews were conducted six months after with the treatment group.</p>
<p>Fire service</p> <p>(Beaton et al 2001)</p>	<p>Brief eight hour multi-component leadership intervention provided for fire service supervisors in an urban fire department. Intervention included a stress management component.</p>	<p>Ratings by 51 line fire fighters and 8 first-line supervisors documented improvements in their supervisors' performance at 3 months post intervention. Self-reports by firefighters also showed improvements in perceptions of their ability to attain career goals, which were sustained at 9 months after the intervention. There were also improvements on certain stress related symptoms reported by the sample of fire fighter supervisors at both the three month and nine month</p>		<p>Pre-test and post-test design with control group. Quasi experimental repeated measures time series design with pre-intervention baseline and follow ups at 3 and 9 months post intervention. Data collected from 51 fire fighters and eight supervisors. Comparable data also collected from an untreated 'control' department located in</p>

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		follow-ups. No significant changes on any of these measures, obtained at comparable time points, were observed in control sample		another county.
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Programme and sector	Description of programme	Outcomes	Learning points and implications	Research methods
Studies without control groups but include learning points about components of the programme				
Military Intensive leadership training exercise (Eid and Johnsen 2008)	Three year officer development programme which includes a stressful week long exercise - designed in accordance with principles of manoeuvre warfare. The evaluation focused on this demanding mission over one week where participants have to share risks and hardship in order to earn trust and confidence from followers, effectively formulate and communicate goals and visions and encourage innovation and create problem solving of followers. It is a challenging true to life simulation. Multi source feedback is given to participants throughout the exercise.	<p>Findings suggest that programme met aims of sustained increases in transformational and transactional leadership following the exercise and a decrease in the passive-avoidant style. They suggest that relatively time limited but carefully designed and well timed training interventions can promote the development of certain problem solving and systems skills.</p> <p>Results provide good support for hypothesis that personality hardiness would be associated with increases in transformational and transactional leadership styles and decreases in passive avoidant styles. High hardy individuals believe they can control and influence events, are strongly committed to activities and interpersonal relationships and to self and recognize their own values, goals and priorities in life. Also tend to interpret stressful events in positive way.</p>	<p>Challenging situations can promote innovative and creative thinking. Also opportunities for reflection and multi-source feedback throughout exercise could have contributed to influence self perceptions of leadership skills.</p> <p>Study concludes that high hardy individuals have a greater readiness to make use of stressful training experiences as opportunities for developmental growth as leaders. This could have implications for selection for leadership development, specifically for highly stressful and challenging assignments.</p>	<p>Pre and post test evaluation</p> <p>Leadership styles were measured before and after the intensive leadership training exercise and again six months later. Hardiness was measured near the end of the first academic year. 67 participants in the study. Multifactor leadership questionnaire used (MLQ). Hardiness measured by Dispositional Resilience Scale (Bartone 1995)</p> <p>Limitations include: small sample size and findings may not be generalizable to other populations</p>

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Programme and sector	Description of programme	Outcomes	Learning points and implications	Research methods
<p>Nursing</p> <p>The Dorothy M Wylie Nursing Leadership Institute</p> <p>(Tourangeau A. E. 2004)</p>	<p>A five day residency programme with follow up booster weekend held three months later. Topics explored Kouzes and Posner's (1995) leadership competencies: visioning and creating a culture of nursing excellence, developing quality work environments, and project development and management. Programme included opportunities for self-reflection as well as theory acquisition about the importance of the use of self by leaders.</p>	<p>Results indicate that NLI was effective in strengthening leadership behaviours performed by both established and aspiring nurse leaders. Peer observers of study participants reported significant improvements in leadership practices from the pre-test to the first post-test time periods in all five leadership practice areas. There were no significant differences in how study participants rated their own performance in leadership behaviours. This may be related to changes in how behaviours are evaluated by participants</p>	<p>Leadership behaviours can be developed through a specific targeted leadership intervention.</p>	<p>One group pretest posttest quasi-experimental design. Subjects acted as their own controls, no comparison group.</p>
<p>Public sector agency</p> <p>Two year leadership development programme</p> <p>(Ladyshevsky 2007)</p>	<p>Two year university based leadership development programme. Participants were middle level managers in a public sector agency. All four of the units had lectures, experiential activities and work based projects and assignments. A peer coaching strategy was applied in three of the four units. Participants had to develop specific learning</p>	<p>A progressive increase in leadership competency was reported by participants and through 360 data.</p>	<p>The findings suggest that the experiential focus of the programme with coaching, reflective journaling and goal setting, appears to support participants in developing their leadership and management competency.</p>	<p>360 degree assessment at commencement of programme half way through programme and then at the end of the programme. Final sample size was nine. Competing Values Framework (CVF) was used (Quinn et al 2003). Participants selected their raters: peers, subordinates and superiors who would</p>

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	goals and achieve them in the workplace.			provide honest feedback. Learning outcomes and coaching reports were also submitted and evaluated. Limitations of research method: small sample and participants self selected onto programme and selected their own raters.
Programme and sector	Description of programme	Outcomes	Learning points and implications	Research methods
Public health One year leadership development programme (Miller D.L et al 2007)	A year long leadership development programme delivered by USA based National Public Health Leadership Institute. Programme focuses on collaborative leadership. Target audience includes public health directors. 50 to 55 participants per year. Participants are grouped in teams. Five phases of the programme and five major learning methods: 1. Action learning project 2. Assessment tools, coaching and 360 degree feedback 3. Skill building seminars 4. Text books and reading. 5. Distance learning telephone conference calls. Throughout programme	Participants reported learning outcomes, confidence gains, practice changes and organizational outcomes. Learning outcomes included changed leadership understanding, increased skills, self awareness and confidence and taking on new leadership roles. One of the most consistently reported practice changes was improved or enhanced communication and collaboration within and across public health agencies.	Learning through taking action, feedback and reflecting on action was important to how participants learned – a possible implication is that short-term programmes should be supplemented by sustained opportunities for professional development in the workplace. Most participants cited multiple learning methods when discussing outcomes. Therefore sequencing of learning methods is a factor to take into consideration when putting together a leadership programme	Retrospective survey conducted on-line six months after completion of programme. Survey respondents asked to rate leadership behaviours they had practised that are taught during the programme, and to rate five major learning methods and extent to which these led to improvements in leadership ability. Limitations of the research method includes the fact that the study relies on self report data. Low response rate 69% response rate so there is a possibility of response

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	written report requirements and each team has a coach.			bias.
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Systematic Review papers

- Hartley J and Hinksman B (2003) Leadership Development A Systematic Review of the Literature A Report for the NHS Leadership Centre: Hartley and Hinksman (2003) conducted a systematic review for the NHS Leadership Centre that provides an outline of leadership development research and key learning methods associated with leadership development. Systematic searches of academic databases, together with some hand searching, were conducted to obtain relevant literature that was published between 1997 and 2003. Studies were only included in the review if they contained some critical reflection and thinking behind what went into design of leadership development programme. Excluded studies were evaluations that were purely based on satisfaction and self report data. A limitation of the review appears to be that it does not seem to have included an assessment or commentary upon the standard of evidence of each of the papers included in the review.
- Leskiw S L and Singh P (2007) Leadership Development: learning from best practices *Leadership and Organisational Development Journal* Vol 28 No. 5: Leskiw and Singha (2007) conducted a systematic literature review on best practices in developing and assessing leadership development strategies and programmes. The review was conducted through searches of texts and businesses databases for 'leadership development best practices'. Studies were included in the review if independent analysts had classified practice as 'best', and implementation resulted in positive organizational outcomes. A limitation of this review is the method of defining 'best practice' which resulted in a wide range of determining criteria.

Annex 2: Overview of outcomes of leadership development programmes in police organisations

Table 1. Police Leadership Development Programme Evaluations

Programme Evaluations	Description of programme	Outcomes	Learning points and implications	Research methods
<p>Junior Command Course (Campo et al 1993)</p>	<p>Compulsory 8 week leadership development course for newly promoted Chief Inspectors at Bramshill. Main method – facilitated learning with strong emphasis on enabling participants to undertake self-directed learning.</p>	<p>Main positive impact described by participants was increased self-confidence and self-awareness – this was attributed more to the opportunity to reflect and talk with peers, than on the course content.</p> <p>6 to 9 months after course, 24% interviewees said they had been motivated by the course to pursue areas of interest and 40% said felt more motivated in less tangible ways. Very few could describe any specific aspects they had implemented.</p>	<p>Problem scepticism about the value of leadership training before the course. Also, delegates predominately favouring “instrumental” leadership behaviours and more resistance to and less awareness of transformational leadership behaviours (which was a strong focus of the course.)</p> <p>This course had problems delivering the facilitated learning method – partly because of a lack of training for syndicate directors and initial lack of awareness and support for the approach by many of the delegates. The value of a facilitated learning, “safe environment” approach can be undermined if the course includes an assessment element.</p> <p>Problem some delegates “playing the game” – ie, participating in course components that they do not feel are relevant and useful.</p> <p>Feedback should be timely and constructive.</p> <p>Modular structure may have been preferred by delegates and more effective – the intense course structure was said to make it “very quickly got very quickly forgotten”</p>	<p>Pre-post test design</p> <p>Evaluation of 2 Junior Command Courses (JCC) held in 1992.</p> <p>Sample of delegates interviewed in first week (re expectations) and in week 7 (re perceptions of value and impact) and sub-sample interviewed 6 to 9 months after course completion (to see if any had been able to implement any learning derived from course.)</p> <p>Total 121 interviews with participants, approx 1 hour in length + interviews with 10 syndicate directors and 8 career development advisors. Also post interview questionnaires.</p>
<p>Foundation</p>		<p>23% of respondents said the</p>	<p>Problem scepticism about the value of</p>	<p>Post course survey</p>

Programme Evaluations	Description of programme	Outcomes	Learning points and implications	Research methods
for Senior Leaders (Gosiewski, 2008)		course had helped improve their confidence	leadership training before the course. Individual tutors and speakers were said to have big impact on participants – when inspirational.	254 delegates that had attended the Foundation course since April 2007 sent on-line questionnaire – response rate 37%.
Sergeants Core Leadership Development Programme (Thompson-Towle, F , 2008)	Modular and flexible learning programme, using a mix of e-learning, workshops and assignments – leading to a certificate or diploma in management.		Work needs to be done to transform existing resistance to e-learning Tendency of participants to see e-learning as learning “on the cheap” Participants generally said to lack motivation Difficulty finding time Not interested in on-line forums for discussing learning with other participants. Only 21% said effective method of delivery 71% liked they liked the flexibility	Post course survey Survey of participants = 80% response rate (=13 participants)
Senior Leadership Programme (Brown, J., et al, 2009)	Residential course held at Bramshill	Only 2 delegates said they had changed behaviour as a result of the course (though significant behaviour change was not an anticipated outcome) Majority delegates said course helped consolidate existing skills and knowledge – some said they had learnt new skills and knowledge. Many interviewees reported	Tendency delegates to see course about consolidating existing knowledge and skills – less recognising leadership development about learning new skills and knowledge Biggest impact of course said to derive from opportunities to learn from peers – informal learning and networking important, particularly in combination with the opportunity for self-reflection Feedback on preferred learning methods – simulations and case studies and role-playing most preferred and considered most beneficial	Post course interviews 19 interviews conducted (including 12 with programme delegates)

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Programme Evaluations	Description of programme	Outcomes	Learning points and implications	Research methods
		<p>greater confidence in dealing with responsibilities</p> <p>Some saying developed analytical thinking and inferential thinking and self reflection.</p> <p>Some saying course helped to change their values (eg ethics) but delegates less certain of this than course directors.</p>	<p>(but need to be well planned and managed.)</p> <p>Majority would have preferred a longer course with more time to discuss and debate</p> <p>Generally scepticism about value of e-based learning for this type of course – as interaction so important</p> <p>Majority didn't have time for pre-reading</p> <p>General enthusiasm for mentoring – if well done.</p> <p>Generally preference for residential training for this course – but concerns about child care etc. Majority concur police should continue to deliver leadership training but mixed with connections with academic and research institutions.</p>	
<p>“Leading Powerful Partnerships” (previously Independent Command Programme) (Hart, 2010)</p>	<p>One week multi-agency course</p> <p>Predominantly facilitated learning methods, participants divided into syndicates and assigned a</p>	<p>All 20 interviewees said they had derived a great deal from their attendance</p> <p>Impacts said to take time to develop after the course (“slow burn”)</p> <p>Said to be motivating and energising, and encouraging more creative and dynamic working.</p>	<p>Opportunity to reflect appreciated by many delegates</p> <p>Critical to get right mix of delegates on course or risk “entrench people in their own style.”</p> <p>Success/ impact of the course on individuals largely reliant on syndicate directors</p> <p>Group essay said to be least useful aspect</p>	<p>Post course surveys and interviews</p> <p>Draws on evaluation feedback forms completed by delegates at the end of each programme + follow-up telephone interviews (by independent evaluator) with former delegates from first</p>

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Programme Evaluations	Description of programme	Outcomes	Learning points and implications	Research methods
	<p>syndicate director.</p> <p>Used a variety of training methods – including expert speakers, participative exercises and group presentations</p>	<p>Many said had developed confidence</p> <p>Many said had developed networks</p> <p>Respondents said had helped shift their mind set to be more strategic and thoughtful</p> <p>Said to have improved prioritisation skills for many.</p> <p>Multi-agency nature said to be very beneficial – giving participants greater confidence to work together.</p>		<p>two courses held in 2010 (10 from each course – selected by dip sampling then balanced to ensure good coverage of different agencies.)</p>
<p>Positive Action Leadership Programme (PALP) (Dedat, 2007)</p>	<p>Aimed at encouraging officers and staff from under represented groups to stay in the service, apply for development opportunities and progress. 4 day course including the following modules: Foundation; Values, beliefs, conditioning and</p>	<p>The questionnaire responses revealed that the programme helped many participants develop greater:</p> <ul style="list-style-type: none"> - Self-confidence - Self-belief - Motivation – to be proactive, to seek knowledge and progress, learn and develop - to try to “respond” to situations rather than react. 	<p>Said most effective ratio of student/ teacher is 1!12</p>	<p>Post course survey</p> <p>Survey results from a questionnaire circulated to a representative sample of course delegates (56 respondents, only 15% of sample and only 4% of total population)</p>

Programme Evaluations	Description of programme	Outcomes	Learning points and implications	Research methods
	limiting assumptions; Communication; Decision-making and conflict resolution; Leadership and management; Mentoring, coaching and networking; Work/life balance; The 'way forward'. The course is followed by access to further training events.			

Table 2. Police careers advisory services

Careers Advisory service	Description of service	Outcomes	Learning points and implications	Research methods
National Senior Careers Advisory Service (NSCAS)	The core NSCAS service is one-to-one work carried out by Development Advisers that provides clients	Overall, seven in ten clients who responded to the survey had personally found the service to be either very useful (43%) or invaluable (26%). Key areas of strength were shown to be:	NSCAS was generally considered to provide a valuable and unique service in the police. Particular aspects that were valued by clients included: - Access to development opportunities. - Targeted support for under-represented groups.	Research conducted September 2009 and January 2010, namely: - In-depth telephone interviews, focus groups and other correspondence with the then eight NSCAS

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<p>(Gifford and Springett Roffey Park Institute – 2010)</p>	<p>(available to selected superintendents and chief superintendents and police staff and all ACPO rank officers) with a range of diagnostic work, coaching and development work.</p>	<p>supporting career progression, supporting the adjustment to new roles and personal and professional development, including the development of leadership capability and improvement in ACPO competencies.</p> <p>Specific areas of skills that were most positively affected by NSCAS were communication, negotiation and influencing, maximising the potential of others and resilience.</p> <p>Regarding career progression, 70 per cent of clients who had had a promotion or lateral career move believed that NSCAS had helped significantly in this and 73 per cent reported that it had helped them adjust to their new role.</p>	<ul style="list-style-type: none"> - Flexibility and tailoring. - Focus on the individual. - Support and challenge. - Confidentiality and independence. - A different style of police leadership. - Backgrounds and expertise of the Development Advisers. - Contacts and organisational intelligence. <p>Recommendations of the report suggested the following needed further consideration:</p> <ul style="list-style-type: none"> - work more concerted to support the progression of under-represented groups - the remit and practice of Development Advisers should be defined more clearly and they should be brought under a single operating model 	<p>Development Advisers;</p> <ul style="list-style-type: none"> - A self-completion web-based survey of NSCAS clients (122 responded = 37% response rate) - In-depth telephone interviews with other key stakeholders; - Desk-based research on existing relevant documents provided by the NPIA.
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Table 3. Police fast-track development schemes

Scheme	Description	Relevant findings (no evidence of leadership outcomes was found in any study)	Comments on study quality
Special Course, Police (Adler, Lowden and Snell, 1995)	To prepare participants for the role of Sergeant and consequently the role of Inspector which they would be promoted to after 12 months satisfactory duty as Sergeant; and give course participants an insight into the roles and responsibilities of senior officers. The content of the course included professional and academic studies.	Evidence on relative speed of progression: faster progression of special course students from Constable to Sergeant and Sergeant to Inspector compared with non special course participants but not from Inspector to Chief Inspector	Analysis on retention and ranks achieved also carried out but lacked a comparison with non-special course participants.
Special Course, Police (Police Staff College Board of Governors, 1983)	See above.	Evidence on relative speed of progression: suggests Special Course ensures promotion to rank of Inspector but no evidence to suggest faster promotion to senior ranks Evidence on perceptions about programme: perceptions were that Special Course officers had good theoretical knowledge but lacked practical experience and were limited in their management skills/supervisory experience	Not enough detail on methods to assess quality, but authors directly involved in running of Special Course.
Special Course – Mentoring Component, Police (Mead, 1991)	To support the learning and development of Special Course officers in the workplace each officer develops a personal development plan and is responsible for their own learning. The officer is mentored by a more senior officer (whose role is an enabler of learning, a counsellor and supporter) and this relationship is overseen by an Assistant Chief Constable.	Evidence on perceptions about programme: overall satisfaction reasonably high but specific benefits mostly in relation to receiving counselling and developing friendships. Organisational learning points: Ensure clear aims, guidelines and communications about scheme; provide training; ensure compatible matching and central monitoring; organisation to recognise mentor's contribution	Author was director of the Special Course at time of study.

Table 4. More general research – exploring perceptions of most effective police leadership training

Focus of research, title extract, author and date	Learning points and implications	Research methods
<p>Senior Officer Training and Development (Macfarlane and Mould (Home Office) 2002)</p>	<p>Recommendations include: Training and development provision should be based on individual need – not “one size fits all” Should use a range of methods – modular, distance learning, shadowing, attachments, mentoring and action learning etc. External providers should play a greater role in design and delivery. Forces should have senior officer development strategies and budget to support them Consider making SCC modular and available to ranks superintendent and above (and not just those that want promotion) Suggestion specialist chief officer training and development.</p> <p>What was seen as most effective was:</p> <ul style="list-style-type: none"> • External and/or multi-agency • Scenario/ real time • Real life (learning from work events) <p>Individual focused (coaching/ Mentoring)</p>	<p>Questionnaires to all UK police forces, National Police Training and Scottish Police College</p> <p>Interviews with 31 stakeholders (including chief officers) Focus groups with 150 inspectors, chief inspectors and supervisors and follow-up questionnaires.</p>
<p>Preparation for chief officer ranks</p> <p>“Getting the best leaders to take on the most</p>	<p>Importance and value of identifying potential ACPO leaders early – recommends formal approach to this at national level and providing careers advisory services.</p> <p>The research found very strong support for expanding the work experience of current or potential police leaders, including secondments and career breaks outside the police service as well as in-force opportunities.</p>	<p>A consultation exercise, focussed on canvassing opinions on potential areas for change. Questionnaire sent to:</p> <ol style="list-style-type: none"> (i) all chief officers in the UK (number respondents = 133) (ii) all superintendents and chief superintendents on the threshold of chief officer (ACPO) rank (ie attended

Focus of research, title extract, author and date	Learning points and implications	Research methods
<p>demanding challenges” (SIS/ Police Leadership Development Board, 2003)</p>		<p>recent Strategic Command Course and/or Senior Police National Assessment Centre) (number respondents = 80)</p> <p>(iii) clerks to all police authorities/ boards (number of respondents = 13)</p> <p>(iv) representatives of key stakeholder organisations</p> <p>Also follow-up consultation with key stakeholders on findings and resulting recommendations.</p>
<p>Leadership development for police officers aiming for supervisory positions</p> <p>“Perils and Pitfalls” (Shafer, 2009)</p>	<p>Respondents indicate leadership skills are best developed through a combination of education, experience and mentorship.</p> <p>Development of effective leadership is dependent on the ability to overcome barriers – both within the profession and within individual officers.</p> <p>Finite resources, macro and local aspects of police culture and failures of leadership by current executives are all viewed as working against the growth of effective leadership practices.</p> <p>Leadership education and training should be timely – to avoid officers developing “bad habits” early on and to miss opportunities. Thought that it should concentrate on developing self-awareness</p> <p>Officers identified with leadership potential early on should be given opportunities for leading a project and have feedback/ mentoring en route – need to be a willingness to</p>	<p>FBI NA program in Virginia. = advanced education and development programme for police supervisors. Ten week session. Delegates from around the world. Sessions 226- 229 (July 06 – April 07) were invited to complete open ended survey within their first two days (prior to start of course) Of the 1097 officers attending during this period – 70% completed all or part of the survey. Responses were reviewed multiple times to id key patterns. (rather than taking a strict approach of counting each appearance of a word, phrase or concept.) The proportions presented are to provide rough context rather than mathematical prevalence for each theme.</p>

Focus of research, title extract, author and date	Learning points and implications	Research methods
	<p>accept failure</p> <p>Importance leadership by example/ role-modelling – agencies need to remove ineffective leaders</p>	
<p>Preparation for chief officer ranks</p> <p>“Stepping Up – Making the Move to ACPO” (Hay Group 2010)</p>	<p>Respondents were asked what they thought of different ways to develop leadership skills – respondents reported “Participating in more force or national level work to broaden my experience and take up a secondment in a sector outside the police” would be most beneficial and desirable, Undertaking further academic study would be bottom of their preferences.</p> <p>When asked about the effectiveness of leadership training delivered nationally, the majority of respondents rated SCC and SLP modules as effective or better – but a reasonable number did not.</p> <p>The report suggests the current Strategic Command Course is not long enough to cover everyone’s development needs and it does need to be considered in the context of the broader development experience. However, it would not be wise to lengthen it in order to expand the range of topics covered, as this risks being seen as sheep dip development. Recommendations include that there needs to be more emphasis on post appointment development for chief officer (ACPO) rank officers; more preparation ACPO at Superintendent level; earlier identification of leadership potential; individually tailored leadership development and opportunities to develop leadership skills in work.</p>	<p>Interviews with 30 Assistant Chief Constables, Commanders and Deputy Chief Constables who had moved to chief officer (ACPO) roles in the previous three years and with 30 key stakeholders</p> <p>And</p> <p>Survey of superintendents and chief superintendents who might be expected to aspire to ACPO within new few years. 211 respondents (13% of the population.)</p>

ANNEX 3. Overview of review methods

This review of evidence is based on literature identified through systematic searches conducted during 2009, together with a second stage of further searching and reviewing of literature conducted specifically for this paper during September and October 2010. Details of the methods used at these two stages are set out below. It should be noted that this second stage was conducted within a very short time-scale and this placed limitations on the scope of the review.

A3.1 Systematic searches

Search process

In 2009, NPIA commissioned the Institute of Work Psychology (IWP) University of Sheffield to undertake a series of systematic searches to help inform NPIA's police leadership improvement programmes. The output was a databank of references (including abstracts) to research studies that addressed the following areas:

1. Leadership competencies and behaviours
2. Leadership development programmes
3. Talent management

This paper presents findings in relation to the second research area – leadership development programmes. Whilst the systematic searches were cross-sector (ie, identifying references for all organisation types – public, private and third sector) this paper is focused on the identified public sector related references.

Research questions

The systematic search conducted in 2009 aimed to identify evidence that addressed the following research questions:

- a. What are the main components of leadership development programmes used in organisations that have been identified in evaluation literature?
- b. What are the outcomes of these initiatives and what components have been found to be most effective?
- c. What organisational learning points have been identified by evaluations of leadership development programmes in relation to effective implementation?

Search strategy

Using a systematic approach to search for research literature involves being transparent and rigorous about how the searches are carried out. In this way any potential bias in the process is made explicit and the process can be replicated. Seven electronic databases of social research literature were searched for relevant literature: Applied Social Sciences Index and Abstracts (ASSIA) 1980-, MEDLINE 1950-, National Criminal Justice Reference Service Abstracts 1980-, PsycINFO 1979-, the Social Science and Science Citation Indices 1979- (and Conference Proceedings Citation Index- Science (CPCI-S)-1990-), and Emerald MR 1989-.

Examples of the types of terms used to search these databases are:

- Leader, leadership, manager, management;
- Develop, train, intervention, programme; and
- Evaluation, prospective, control group.

The databases were searched for literature in English published from 1979 (or 1980 depending on database) until 2009, and no restrictions to these searches were placed on country of

publication. Studies were excluded if they included the terms such as: stress management, parent management, drug management, conflict management, disease management, health management, knowledge management, pain management, risk management or weight management.

The results of the searches were sifted and studies were included in the database of references if they identified a leadership development programme or initiative and provided evidence of the degree of impact or effectiveness of the programme¹². Therefore, any studies that did not provide evidence of the degree of effectiveness of leadership development programmes (e.g., thought pieces) were excluded. Titles and abstracts in each of the identified publications were screened by IWP project team members against the sifting criteria. Inter-rater reliability checks were carried out at this stage to ensure that reviewers were being consistent and criteria were revised and refined as necessary.

Results of the systematic searches

A total of 170 references were deemed relevant on the basis of the inclusion criteria (out of 7,052 studies that were returned from the searches). These references include journal articles, books and chapters in books and are provided in a database. These studies covered a range of types of programmes focusing on different competencies and across a range of settings. The outcomes evaluated in these studies ranged from basic feedback and perceptions through to measuring learning and changes in behaviour.

A 3.2 Further sifting and literature searches conducted specifically for this paper

Selection of relevant studies from the systematic searches

For the purposes of this review of evidence the selected studies have been further sifted on the basis that they included only evaluations of leadership development that resulted in positive effects and were of public sector organisations. Inclusion criteria in relation to research methods have also been applied. Studies finally included were either systematic reviews of evidence, pre-post test evaluation studies with control groups or if there was no control group the study contained strong learning points in relation to different components of leadership development programmes.

Additional searches

In order to supplement the systematic searches conducted in 2009, a Google search and a search of the National Police Library for systematic review evidence on leadership development programmes were also conducted specifically for this paper. The purpose of these additional searches was to attempt to identify any systematic reviews that may have been missed by the searches conducted by IWP. The IWP searches focused on primary research. Due to the short timescale in which this paper was produced (six weeks), it was not possible to conduct wider searches of other databases at this stage. The search terms used for these additional searches were 'systematic review and leadership and development'. Three systematic reviews were identified as a result of these searches. Literature reviews were only included in this review if they had taken a systematic and replicable approach to searching and selecting research papers.

The IWP systematic searches found no references relevant to the police sector. For this reason a further search has been conducted of the National Police Library database for police specific

¹² Another database of references has been provided where it was difficult to tell on the basis of abstract as to whether or not the study met the inclusion criteria. These studies will be considered in more detail and may be added to the database in due course.

studies and the National College of Police Leadership has provided details of evaluations of national police leadership development programmes (seven in total). Search terms used were leadership and development and police. A further four police related studies, exploring perceptions of effective methods for leadership development have been identified and included. In addition, some findings have been drawn from a paper drafted previously by RAI on the evidence base on fast track development schemes, which identified and summarised three police specific studies¹³. These police sector studies have not been sifted in relation to research methods used.

Data extraction

In total, eleven studies have been included in the review of evidence from the public sector, three of which were systematic reviews of evidence. A further 14 police specific studies have been identified and reviewed for this paper.

Data was extracted from these studies that addressed the research questions for this review:

- What are the most effective leadership development practices
- Which of these could potentially offer greatest value for money
- Whether there is any evidence on specific delivery models.

It should be noted that these questions are different to those of the original systematic searches. For example the systematic searches did not specifically search for literature focusing on value for money. Any literature that might have presented findings on value for money and met the search and sifting criteria would have been included. However, papers with a primary focus on value for money without a specified focus on leadership development would not have been picked up by these searches.

¹³ Fast-track development schemes – An initial map of the evidence base. NPIA Research Analysis and Information Unit 2008

Appendix	Rapid Evidence Reviews
Six (B)	What works in Training, Behaviour Change, and Implementing Guidance?

NPIA Research Analysis and Information Unit (RAI), October 2010

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This document outlines findings from three rapid evidence assessments on what works (a) in training, (b) to change professionals' behaviour, and (c) to implement guidance and research into practice. The reviews were undertaken by the National Policing Improvement Agency (NPIA), Research Analysis and Information Unit (RAI) in October 2010. The evidence reviews have been peer reviewed to ensure they use appropriate methods and meet specified standards of quality and completeness.

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What works to change professionals' behaviour?

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What works in training? A rapid evidence assessment

Introduction

This paper presents the findings of a rapid evidence assessment designed to explore the evidence base on effective training practice. The evidence assessment has been conducted within a three week period, following systematic principles, but is not exhaustive and may be biased towards published sources rather than grey literature. The time constraints have resulted in a tightly restricted scope, limited to published evidence for which electronic abstracts were available and contained within databases held by the National Police Library¹⁴. In addition, strict inclusion criteria have been applied so that only the strongest available evidence is included¹⁵; hence the focus of the searching was on systematic reviews, with the minimum requirement for inclusion of any individual studies being a pre-post test with comparison (level three on the Maryland Scale). From just over 1,000 references identified by the initial searches, only 22 papers met the inclusion criteria. In addition, 12 papers which were not received from the National Police Library or British Library by 1st October 2010 could not be included. Ten papers were finally included in this review, nine of which are full systematic reviews.

An overview of the available training evidence

On the basis of this targeted review, the evidence base on effective training practice is very limited across all sectors. No systematic reviews in the policing context were found, neither were any studies found on the impact of police training which met the minimum criteria of a pre-post test design although individual studies were not the main focus¹⁶. There is very limited robust evidence on which particular training approaches are more effective and/or efficient than others in any sector. Most of the research reviewed is inconclusive and where promising evidence exists, it is mainly in a healthcare setting. The extent to which these findings can be generalised to a police context is open to debate. However, four systematic reviews provide strong evidence for the effectiveness of two particular approaches, whilst a fifth systematic review contains evidence as to approaches that appear promising. The different training approaches are described below, followed by an assessment of what works, what's promising, what doesn't work and what's unknown,

Approaches to training identified in the papers reviewed¹⁷

A variety of approaches to training and continual education are described in the papers. They can be understood as sitting at different points on a spectrum ranging from traditional training programmes delivered in the classroom to more individually focussed approaches based on experiential learning including continuous professional development, portfolio learning, integrated teaching and reflective practice. These approaches are outlined below:

1. **Traditional classroom based teaching**
2. **Problem based learning (PBL):** Most instances of PBL involve a variation on case based learning, with students working in small groups under the direction of a tutor/facilitator, with access to resources. Groups then develop approaches to solving the problem identified by the case study.
3. **Simulation techniques:** Techniques varied, ranging from computer simulation and virtual reality learning to the use of manikins and peer to peer learning

¹⁴ Staff at the National Police Library searched the following databases:

Emerald; PsychInfo; PBS; IBSS; CJA; ERIC; EconLit; ASSIA; PubMed; ETOC; Web of Knowledge.

Results from Google Scholar were not included as this search method does not provide full abstracts.

¹⁵ Full details of the search strategy including databases searched and inclusion/exclusion criteria are set out in Annex A.

¹⁶ The only policing study identified in the searches, which were focused mainly on systematic reviews, did not meet the minimum criteria for pre-post test and is described in Annex B.

¹⁷ Comments from the peer reviewer suggest one important approach to training is missed in the papers identified for the review. This is the reviewer's comment: "One major area which is not addressed is that of coaching which is increasingly being used in many organisations. Coaching might be included within 'integrated teaching' but this is not explicitly stated".

4. **Learning technologies and virtual learning:** This approach is largely driven by technology (web-based learning, virtual learning) and approaches may vary in how experiential or didactic they are on a course by course basis.
5. **Portfolio learning and continuing professional development (CPD):** Portfolio learning is used to provide evidence of CPD approaches and to encourage professional learning. It is student-led through the documentation of achievements, consideration of problems, and reflections on practice and critical incidents. Continuing professional development has been further categorised into two distinct types: collaborative CPD and individually oriented CPD. Collaborative CPD 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. Individually oriented CPD refers to programmes where there are no explicit plans for the use of collaboration.
6. **Integrated teaching:** This approach integrates teaching and learning into routine practice. The examples included in this review come from a clinical setting. Knowledge and skills are learnt while solving real clinical problems. Opportunities for integrated teaching include ward rounds, case conferences and journal clubs.
7. **Reflective practice and continuing education:** This approach is presented as a learning framework based on Kolb's stages of experiential learning¹⁸ which run through (a) concrete experience; (b) reflective observation (on experience); (c) abstract thinking based on reflection; (d) active experimentation (theory testing); leading to (e) further concrete experience. It should be stressed that at this time reflective practice is still very much a theoretical framework. In healthcare, reflective practice has been seen as part of a process of change towards learning through practice rather than having to learn theory before engaging with practice¹⁹.

What works?

There is strong evidence in a health context that training that is integrated into routine practice is more effective at changing individual's attitudes and behaviour than traditional classroom based approaches²⁰. Systematic review evidence looking at the most effective way to develop critical appraisal skills and encourage the practice of evidence based medicine found that 'clinically integrated' teaching, where teaching and learning is integrated into routine practice, is more effective than standalone courses delivered in the classroom. In 'clinically integrated' teaching, individuals learn new knowledge and skills while solving real clinical problems and reinforce this learning through practice. Teaching can form part of real time ward rounds or case discussions. Systematic review evidence (including findings of a randomised controlled trial) show that while traditional standalone courses do lead to improvements in an individual's knowledge, 'clinically integrated' teaching leads to improvements in knowledge and skills, as well as changes in attitudes and behaviour, both key to achieving sustained change in practice.

There is strong evidence from three systematic reviews of educational research that *collaborative* continuous professional development is effective in improving pupil outcomes (learning and behaviour) and the practice, attitudes and beliefs of teachers^{21 22 23}. These

¹⁸ Kolb D A (1983). *Experiential Learning*. Englewood Cliffs, CA, Prentice Hall.

¹⁹ Boud D (1999). Avoiding the traps: Seeking good practice in the use of self-assessment and reflection in professional courses. *Social Work Education* **18**, 121-132.

²⁰ Coomarasamy A and Khan K S (2004). What is the evidence that postgraduate teaching in evidence based medicine changes anything? A systematic review. *British Medical Journal* (**329**).

²¹ Cordingley P, Bell M, Rundell B, Evans D (2003). The impact of collaborative CPD on classroom teaching and learning. In: *Research Evidence in Education Library*. London: EPPI-Centre, Social Science Research Unit, Institute of Education, University of London.

²² Cordingley P, Bell M, Thomason S, Firth A (2005). The impact of collaborative continuing professional development (CPD) on classroom teaching and learning. Review: How do collaborative and sustained CPD and sustained but not collaborative CPD affect teaching and learning? In: *Research Evidence in Education Library*. London: EPPI-Centre, Social Science Research Unit, Institute of Education, University of London.

reviews also find weak evidence of the ability of *individually oriented* CPD to influence teacher or pupil change. Key factors contributing to the successful implementation of collaborative CPD include: (a) the use of external expertise; (b) observation; (c) reflection and experimentation; (d) an emphasis on peer support; (e) scope for participants to identify their own CPD focus; (f) processes to encourage, extend and structure professional dialogue (g) processes for sustaining the CPD over time²⁴.

What's promising?

There is some evidence that simulation-based training may have some advantage over more traditional classroom methods. A systematic review of simulation training in a clinical context found that in six of the twelve studies included, simulation training achieved *additional* gains in knowledge, critical thinking ability, satisfaction or confidence over and above those achieved using traditional training styles²⁵.

What doesn't seem to work?

There is systematic review evidence that classroom-based training alone is not necessarily an effective way to improve practitioner's skills or to change their behaviour²⁶. Robust evaluations of training designed to improve clinicians' interpersonal skills found limited effects. Six of the seven trials found no significant differences between the trial and control groups and in one study, the control group actually showed greater improvements than the trial group.

What's unknown?

With the exception of clinically integrated research in a health context, the majority of the research evidence identified in this review is inconclusive. There is a lack of robust evidence on the different training approaches outlined. The approaches that remain untested and what is known about them are set out below.

Reflective practice

A systematic review to evaluate the existing evidence on reflective practice in healthcare found no evidence of the impact of reflection on clinical practice or clinical outcomes²⁷. The authors note that the literature on reflective practice is early in its development and that the very nature of reflective practice makes its quantification challenging. There is a clear need for more rigorously designed studies to evaluate the impact of reflective practice. However, it can be argued that the 'concrete experience' element of reflective practice has strong parallels with the 'integrated teaching' approach cited above. Both approaches can be described as training through routine practice. There is strong evidence that integrated teaching is effective and so there is arguably evidence for at least one element of reflective practice. Reflection is also a central element of collaborative CPD approaches, which are effective in improving practice, attitudes and beliefs (see 'what works?' above).

Portfolio learning

²³ Cordingley P, Bell M, Evans D, Firth A (2005) The impact of collaborative CPD on classroom teaching and learning. Review: What do teacher impact data tell us about collaborative CPD? In: *Research Evidence in Education Library*. London: EPPI-Centre, Social Science Research Unit, Institute of Education, University of London.

²⁴ Cordingley P, Bell M, Evans D, Firth A (2005) The impact of collaborative CPD on classroom teaching and learning. Review: What do teacher impact data tell us about collaborative CPD? In: *Research Evidence in Education Library*. London: EPPI-Centre, Social Science Research Unit, Institute of Education, University of London.

²⁵ Cant R P and Cooper S J (2010). Simulation-based learning in nurse education: systematic review. *Journal of Advance Nursing* **66**(1), 3-15.

²⁶ Charaghi-Sohi S and Bower P (2008). Can the feedback of patient assessments, brief training, or their combination, improve the interpersonal skills of primary care physicians? A systematic review. *BMC Health Services Research* **8**: 179.

²⁷ Mann K, Gordon J, MacLeod A (2009). Reflection and reflective practice in health professions education: a systematic review. *Advances in Health Science Education* **14**, 595-621.

There is limited evidence from healthcare that portfolio learning is not universally popular, does not suit all learning styles and is considered time consuming.^{28,29}

Problem based learning

A review of controlled evaluation studies in a health setting found no consistent evidence that problem based learning was superior to other training approaches in increasing doctors' knowledge and performance however there were very few relevant studies to include and they were of varying quality so further research is required before a clear understanding of the effectiveness of such an approach can be understood³⁰.

Learning technologies and virtual learning

No evidence was identified in this area.

What works to change professionals' behaviour and what works to implement guidance and research into practice? Two rapid evidence assessments

Introduction

This paper presents the findings of a two rapid evidence assessments designed to explore the evidence base on interventions to change individual's behaviour and to encourage the implementation of guidance and research. The evidence assessment has been conducted within a three week period, following systematic principles, but is not exhaustive and may be biased towards published sources. The time constraints have resulted in a tightly restricted scope, limited to published evidence for which electronic abstracts were available and contained within databases held by the National Police Library³¹. Strict inclusion criteria have been applied so that only the strongest available evidence is included³²; hence the focus of the searching was on systematic reviews, with the minimum requirement for inclusion of any individual studies being a pre-post test with a control group.

An overview of the available evidence on behaviour change

From around 450 references identified by the initial search, 20 papers met the inclusion criteria. Nine of these papers were not received from the National Police Library or the British Library by 1st October 2010 and could not be included. Subsequently, 11 papers were finally included in this review; all except one were full systematic reviews.

This targeted review suggests that there is a growing evidence base on behaviour change in the arena of healthcare, but concrete 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 which met the minimum criteria of a pre-post test design although individual studies were not the main focus. Eight separate systematic reviews

²⁸ Pearson D and Heywood P (2004). Portfolio use in general practice vocational training: A survey of GP registrars. *Medical Education* **38**, 87-95.

²⁹ Urquhart C, et al (2002). Evaluation of distance learning delivery of health information management and health informatics programmes: a UK perspective. *Health Information and Libraries Journal*, **19**, pp146-157

³⁰ Smits P B A, Verbeek J H A M, de Buissonjé C D (2002). Learning in practice: Problem based learning in continuing medical education: a review of controlled evaluation studies. *BMJ*, Vol 324

³¹ Staff at the National Police Library searched the following databases for the search on behaviour change: Emerald; PsychInfo; PBS; IBSS; CJA; ERIC; EconLit; ASSIA; PubMed; ETOC; Web of Knowledge. Results from Google Scholar were not included as this search method does not provide full abstracts. The search on implementation looked at the following databases: Emerald; PsychInfo; PBS; IBSS; CJA; PubMed; ETOC; Web of Knowledge. CSA Illumina was used to search ASSIA, ERIC, EconLIT, PAIS, Social Services Abstracts; Sociological Abstracts for search 3 rather than independent searching ERIC, EconLIT and ASSIA due to computer problems at the library.

³² Full details of the search strategy for both the behaviour change and implementation searches - including databases searched and inclusion/exclusion criteria - are set out in Annex C.

provide **strong evidence that a combination of mechanisms which encourage active participation are a more effective way of changing behaviour than any single approach.** However, there is little robust evidence on which specific approaches to behaviour change are more effective and/or efficient than others and the evidence that does exist is from healthcare. The extent to which these findings can be generalised to a police context is open to debate. The different approaches to behaviour change are described below followed by an assessment of what works, what's promising, what doesn't work and what's unknown.

Approaches to changing behaviour identified in the papers reviewed³³

A variety of different approaches to behavioural change are described in the papers and these are outlined below:

1. **Guidelines and educational materials** can be either *actively* or *passively* disseminated. *Active* dissemination uses educational sessions, conferences, or peer discussion to discuss and reinforce messages from guidelines and other materials. *Passive* dissemination refers to the publication and distribution of guidelines through unsupported mailings, etc.
2. **Educational sessions** such as conferences can similarly be *active* or *passive* in disseminating information to attendees.
3. **Reminders** are designed to prompt professionals to perform specific actions or record information. Notes can be manually attached to files, or integrated into computer systems to encourage compliance with guidelines or current best practice. Reminders can include approaches such as *computerised order entry systems* which provide *automatic decision support* on issues such as prescribing.
4. **Audit and feedback** in healthcare settings is largely based on the *retrospective* examination of patient/client records or overall physician performance over a specified period. The aim is for professionals to reflect on their performance, compare this to established guidelines, recognise shortfalls and change future practice. As well as *retrospective* audits, *audit with approval* can also be used to examine proposed behaviour before actions are taken.
5. **Outreach visits** in healthcare settings involve trained specialists meeting practitioners or care providers in their own practice settings to provide information and (sometimes) feedback on performance.
6. **Local opinion leaders** nominated by colleagues can be used to facilitate educational sessions, or to *actively disseminate* guidelines and educational materials.
7. **Local consensus processes** help mediate guidelines and educational material by gathering participating professionals together to discuss and agree that chosen clinical problems are important, and proposed interventions are appropriate.
8. **Peer-led small group education strategies** can combine elements of *local opinion leader* and *local consensus* approaches

The review also identified **multifaceted or multi-component interventions.** These approaches are likely to vary in each different intervention, but the principle is that they go beyond the use of a single implementation strategy. For example, active dissemination of guidelines can be multifaceted if the guidelines are supported with facilitated educational sessions.

What works?

There is strong evidence from eight separate systematic reviews that multifaceted approaches are likely to be more effective at securing behavioural change than the adoption of any one

³³ Comments from the peer reviewer raise an important point about other approaches to changing behaviour and implementing research or guidelines which have not been captured in the papers identified by the review. This is the reviewers' comment: "It is interesting to note that these approaches are generally 'soft' methods. There would appear to be no consideration given to 'direction', 'instruction' and 'operational protocols' which are required either by the system or by a senior manager. These approaches can effectively change behaviour although they are externally imposed".

single approach^{34 35 36 37 38 39 40 41}. There is also strong evidence that active (i.e. educational sessions, peer to peer discussion) approaches are more successful than passive dissemination of guidelines^{42 43}.

Only one paper provided evidence to question this finding. A systematic review focussed on behavioural interventions to reduce the amount of blood transfused by physicians found no overall difference in the relative effectiveness of complex/ multifaceted interventions compared to simple interventions in altering behaviour. However the review set quite low standards of inclusion criteria with only two of the nineteen studies having comparable controls and the remainder being pre-post tests only⁴⁴.

Strong evidence from six separate randomised controlled trials⁴⁵ found that outreach visits (where a trained person meets with clinicians in their practice settings to provide information) were effective at changing behaviour in a number of different clinical contexts ranging from reducing inappropriate prescribing to increasing the delivery of preventative services.

What's promising?

There is evidence from a single quasi-experimental study that peer-led small group education can result in changes in practitioner behaviour which are sustained for up to 24 months before decaying with time⁴⁶. This evidence comes from a clinical context where knowledge gaps were first identified by GPs themselves and the education intervention was subsequently led by GPs. Ownership of 'needs identification' as well as the intervention itself were identified as key components of the successful programme.

There is systematic review evidence that reminders can also help to change practitioner behaviour. Reminders are most effective when they are (a) seamlessly blended into existing systems and procedures; (b) delivered automatically at clinically critical times; (c) require an obligatory response from the clinician⁴⁷. *Automated decision support* provided through computerised order entry systems is another approach to providing reminders; the evidence suggests that automatic provision of decision support is strongly associated with improved clinical behaviour⁴⁸. This finding can only be classified as promising, however as computerised

³⁴ Oxman A D, Thomson M A, Davis D A, Haynes R B (1995). No magic bullets: a systematic review of 102 trials of interventions to improve professional practice. *CMAJ* **153**, 1423-1431.

³⁵ Menon A et al (2009). Strategies for rehabilitation professionals to move evidence based knowledge into practice: a systematic review. *J Rehabil Med* **41**, 1024-1032.

³⁶ Grimshaw J M et al (2004). Effectiveness and efficiency of guideline dissemination and implementation strategies. *Health Technol Assess* **8**, iii-iv, 1-72

³⁷ Bero L A, Gritti R, Grimshaw J M, Harvey E, Oxman A D, Thomson M A (1998). Cochrane Effective Practice and Organisation of Care Review Group. Closing the gap between research and practice: an overview of systematic reviews of interventions to promote the implementation of research findings. *BMJ* **317**, 465-468

³⁸ Grimshaw J M et al (2001). Changing provider behavior: An overview of systematic reviews of interventions. *Med Care* **39** Supplement 2: II-2-II-45.

³⁹ van der Wees PJ et al (2008). Multifaceted strategies may increase implementation of physiotherapy clinical guidelines: a systematic review. *Australian Journal of Physiotherapy* **54**, 233-41.

⁴⁰ Medves J et al (2009). Clinical Practice Guideline Dissemination and Implementation Strategies for Healthcare Teams and Team-Based Practice: A Systematic Review. *Joanna Briggs Institute Library of Systematic Reviews*. JBL000197; **7**(12).

⁴¹ Francke A L et al (2008). Factors influencing the implementation of clinical guidelines for health care professionals: a systematic meta-review. *BMC Medical Informatics and Decision Making* **8**, 38.

⁴² Menon A et al (2009).

⁴³ van der Wees PJ et al (2008).

⁴⁴ Tinmouth A et al (2005). Reducing the amount of blood transfused: A systematic review of behavioural interventions to change physicians' transfusion practices. *Arch Intern Med* **165**, 845-852.

⁴⁵ Oxman, A D et al (1995).

⁴⁶ Richards D, Toop L, Graham P (2003). Do clinical practice education groups result in sustained change in GP prescribing? *Family Practice* **20**(2), 199-206.

⁴⁷ Bywood P T, Lunnay B, Roche A M (2008). Strategies for facilitating change in alcohol and other drugs (AOD) professional practice: a systematic review of the effectiveness of reminders and feedback. *Drug and Alcohol Review* **27**, 548-558.

⁴⁸ Kawamoto K, Lobach D F (2003). AMIA 2003 Symposium Proceedings, 361-365.

prompts do not appear to change nurse behaviour⁴⁹, even though evidence suggests that this method is effective among physicians^{50 51 52}.

There is systematic review evidence that 'enhanced feedback', (feedback delivered in conjunction with other professional practice change strategies, e.g. educational material, support in auditing clients) can significantly improve professional practice, while 'standard feedback' (e.g. no implementation support or guidance, etc) shows no significant improvement. Feedback appears to be most effective when it is (a) personalised and (b) used with other practice change strategies⁵³. This again suggests that multifaceted approaches are likely to be most successful.

What doesn't seem to work?

Evidence suggests that *passive dissemination* by publication and direct mailing of guidelines is the least successful approach to successful behaviour change implementation^{54 55}. There is consistent evidence that *passive dissemination* approaches fail to change professional behaviour or patient outcomes, with printed educational materials⁵⁶ and passively disseminated guidelines⁵⁷ showing no effect on professional behaviour. Similarly, dissemination-only conferences have no impact, while more comprehensive, facilitative approaches including practice rehearsal or practice reinforcement do effect change⁵⁸.

Educational interventions accrue additional benefits in disseminating guidelines when compared with passive dissemination approaches alone⁵⁹. However, the review does not identify the most effective educational interventions.

What's unknown?

Local opinion leaders and local consensus processes

The available evidence on the effectiveness of *local opinion leaders* and *local consensus processes* is inconsistent. Such approaches have a variable impact which is largely dependant on local circumstances.

An overview of the available evidence on the implementation of guidelines and research

From around 800 references identified by the initial searches, 16 papers met the inclusion criteria. Eight of these papers were not received from the National Police Library or the British Library by 1st October 2010 and could not be included. Subsequently, eight papers were finally included in this review, all of which were full systematic reviews.

This brief overview also draws upon a prior systematic search on behaviour change, knowledge translation, and approaches to the implementation of guidelines and research, which

⁴⁹ Thomas L H et al (1998). Effect of clinical guidelines in nursing, midwifery, and the therapies: a systematic review of evaluations. *Quality in Health Care* 1998; **7**: 183-191.

⁵⁰ McDonald C J, Wilson G A, McCabe G P (1980). Physician response to computer reminders. *JAMA* **244**, 1579-81.

⁵¹ McDonald C J et al (1984). Reminders to physicians from an introspective computer medical record. *Ann Intern Med* **100**, 130-8.

⁵² Johnston M E et al (1994). Effects of computer-based clinical decision support systems on clinician performance and patient outcome: a critical appraisal of research. *Arch Intern Med* **120**, 135-42.

⁵³ Bywood P T, Lunnay B, Roche A M (2008).

⁵⁴ Lomas J (1991). Words without action: the production, dissemination and impact of consensus recommendations. *Annu Rev Public Health* **12**, 41-65.

⁵⁵ Grol R (1992). Implementing guidelines in general practice care. *Quality in Health Care* **1**, 184-91.

⁵⁶ Oxman A D et al (1995).

⁵⁷ Lomas J et al (1991). Opinion leaders versus audit and feedback to implement practice guidelines. *JAMA* **265**, 2202-2207.

⁵⁸ Oxman A D et al (1995).

⁵⁹ Thomas L H et al (1998).

informed the development of the NPIA Knowledge Strategy. Exploratory searches conducted to inform the NPIA response to *Policing in the 21st Century* were also used to supplement the findings of this rapid evidence assessment where appropriate⁶⁰.

Robust evidence from healthcare finds that issuing guidelines on their own does little to improve the behaviour of practitioners or patient outcomes⁶¹. Consequently, **the issuing of guidance needs to be highly selective to allow sufficient investment in multiple methods for knowledge sharing**⁶².

Four systematic reviews^{63 64 65 66} identify the following variables as impacting on the adoption of guidelines:

1. The quality of the guidelines (e.g. their complexity)
2. Characteristics of the professional receiving the guidelines (e.g. age, country of training)
3. Characteristics of the practice setting (e.g. habit, cultural norms)
4. Incentives (e.g. financial)
5. Regulation (professional bodies can aid uptake of guidelines)
6. Patient factors (e.g. attitudes)

The main lesson from included systematic reviews is that to be successfully implemented, guidelines must include strategies to facilitate their adoption. However academic literature infrequently examines organisational processes aimed at changing professional behaviours in sufficient detail. Subsequently, 'best practice' in implementation processes remains in a 'black box', providing limited tangible lessons for future use⁶⁷.

Despite this limitation, there is evidence from two systematic reviews of implementation strategies of some general factors that can aid successful guideline implementation. The following approaches are considered most effective^{68 69}:

- Tailored dissemination supported by conferences and workshops
- Interactive approaches that encourage networking and greater communication and links between researchers and practitioners
- Reminders to encourage research-based practice
- The promotion of research use;
- Facilitative approaches that offer potential research users technical, financial, organisational and emotional support.

The implications of this research for policing have been considered as part of NPIA's response to the Government's consultation document, *Policing in the 21st Century*. The NPIA response to this consultation is that guidelines for the police service would be best limited to core doctrine,

⁶⁰ Response to consultation document: *Policing in the 21st Century*. NPIA (2010).

⁶¹ Oxman A D et al (1995).

⁶² Grimshaw, et al (2004).

⁶³ Davis A D, Taylor-Vaisey, A (1997). Translating guidelines into practice. A systematic review of theoretic concepts, practical experience and research evidence in the adoption of clinical practice guidelines. *Can Med Assoc J.* **157**, 408-416.

⁶⁴ Hemsley-Brown, J.V. (2004). Facilitating Research Utilisation: a cross sector review of the research evidence. *International Journal of Public Sector Management.* **17**(6), 534-553.

⁶⁵ van der Wees PJ et al (2008).

⁶⁶ Medves J et al (2009).

⁶⁷ Franx et al (2008). Organisational change to transfer knowledge and improve quality and outcomes of care for patients with severe mental illness: a systematic overview of reviews. *Canadian Journal of Psychiatry* **53**(5), 294-305.

⁶⁸ Hemsley-Brown, J.V. (2004).

⁶⁹ Walter I, Nutley S M and Davies H T O (2005). What works to promote evidence-based practice? A cross-sector review. *Evidence & Policy.* **1**(3), 335-364.

with additional guidance only issued in exceptional circumstances and where there is demonstrable benefit⁷⁰. These steps aim to foster a culture emphasising professional judgement rather than reliance on detailed guidelines.

The police service can avoid creating endless guidance by using innovative online resources (e.g. POLKA, the Police Online Knowledge Area⁷¹) to link and combine material, keeping it updated online and allowing users to access, according to need, a high level summary or all the detail required by a specialist. Moreover, much of the guidance for different aspects of policing, after being written up as guidance can be, and is, embedded in the systems and processes which are used in individual forces.

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References:

List of included papers: training, behaviour, and implementation reviews.

(a) Training review

Papers available for inclusion in report (10 of 22):

1. Cant R P, Cooper, S J (2010). Simulation-based learning in nurse education: systematic review. *Journal of Advanced Nursing* **66**(1), 3-15.
2. Cheraghi-Sohi S, Bower P (2008). Can the feedback of patient assessments, brief training, or their combination, improve the interpersonal skills of primary care physicians? A systematic review. *BMC Health Services Research* **8**(179).
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5. Cordingley P, Bell M, Thomason S, Firth A (2005). The impact of collaborative continuing professional development (CPD) on classroom teaching and learning. Review: How do collaborative and sustained CPD and sustained but not collaborative CPD affect teaching

⁷⁰ NPIA (2010).

⁷¹ POLKA web address: <https://polka.pnn.police.uk/>

and learning? In: *Research Evidence in Education Library*. London: EPPI-Centre, Social Science Research Unit, Institute of Education, University of London.

6. Cordingley P, Bell M, Evans D, Firth A (2005) The impact of collaborative CPD on classroom teaching and learning. Review: What do teacher impact data tell us about collaborative CPD? In: *Research Evidence in Education Library*. London: EPPI-Centre, Social Science Research Unit, Institute of Education, University of London.
7. Hoggett J, Stott C (2010). Crowd psychology, public order police training and the policing of football crowds. *Policing: An International Journal of Police Strategies & Management* **33**(2), 218-235.
8. Mann K, Gordon J, MacLeod A (2009). Reflection and reflective practice in health professions education: a systematic review. *Advances in Health Sciences Education* **14**(4), 595-621.
9. Smits P B A et al (2002). Problem based learning in continuing medical education: A review of controlled evaluation studies. *British Medical Journal* **324**(7330), 153-156.
10. Urquhart C et al (2002). Evaluation of distance learning delivery of health information management and health informatics programmes: a UK perspective. *Health Info Libr Journal* **19**(3), 146-157.

Papers not received in time for inclusion in report (12 of 22):

1. Byrne, Aidan J et al (2008). Review of comparative studies of clinical skills training. *Medical Teacher* **30**(8), 764-767.
2. Carroll C et al (2009). UK health-care professionals experience of on-line learning techniques: A systematic review of qualitative data. *Journal of Continuing Education in the Health Professions* **29**(4), 235-241.
3. Hill A G, Yu T C, Barrow M, Hattie J (2009). A systematic review of resident-as-teacher programmes. *Medical Education* **43**(12), 1129-1140.
4. Hobson A J, Sharp C (2005). Head to Head: A Systematic Review of the Research Evidence on Mentoring New Head Teachers. *School Leadership and Management* **25**(1), 25-42.
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9. Stes A et al (2010). The impact of instructional development in higher education: The state-of-the-art of the research. *Educational Research Review* **5**(1), 25-49.
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12. Walters S et al (2005). Effectiveness of workshop training for psychosocial addiction treatments: A systematic review. *Journal of Substance Abuse Treatment* **29**(4), 283-293.

(b) Behaviour change review

Papers available for inclusion in report (11 of 20):

1. Bywood P et al (2008). Strategies for facilitating change in alcohol and other drugs (AOD) professional practice: a systematic review of the effectiveness of reminders and feedback. *Drug & Alcohol Review* **27**(5), 548-558.
2. Davies P, Walker A E, Grimshaw J (2010). A systematic review of the use of theory in the design of guideline dissemination and implementation strategies and interpretation of the results of rigorous studies. *Implementation Science* **5**:14
3. Egan M et al (2009). Reviewing evidence on complex social interventions: appraising implementation in systematic reviews of the health effects of organisational-level workplace interventions. *Journal of Epidemiology and Community Health* **63**, 4-11.
4. Franx et al (2008). Organisational change to transfer knowledge and improve quality and outcomes of care for patients with severe mental illness: a systematic overview of reviews. *Canadian Journal of Psychiatry* **53**(5), 294-305.
5. Grimshaw J M et al (2001). Changing provider behavior: An overview of systematic reviews of interventions. *Med Care* **39** Supplement 2: II-2–II-45.
6. Kawamoto K, Lobach D F (2003). AMIA 2003 Symposium Proceedings, 361-365.
7. Menon A et al (2009). Strategies for rehabilitation professionals to move evidence based knowledge into practice: a systematic review. *J Rehabil Med* **41**, 1024-1032.
8. Oxman A D, Thomson M A, Davis D A, Haynes R B (1995). No magic bullets: a systematic review of 102 trials of interventions to improve professional practice. *CMAJ* **153**, 1423-1431.
9. Thomas L H et al (1998). Effect of clinical guidelines in nursing, midwifery, and the therapies: a systematic review of evaluations. *Quality in Health Care* 1998; **7**: 183-191.
10. Richards D, Toop L, Graham P (2003). Do clinical practice education groups result in sustained change in GP prescribing? *Family Practice* **20**(2), 199-206.
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Papers not received in time for inclusion in report (9 of 20):

1. Chaillet N et al (2006). Evidence-based strategies for implementing guidelines in obstetrics: a systematic review. *Obstet Gynecol* **108**(5), 1234-45.
2. Cochrane, L J et al (2007). Gaps between Knowing and Doing: Understanding and Assessing the Barriers to Optimal Health Care. *Journal of Continuing Education in the Health Professions* **27**(2), 94-102.
3. Cummings G G et al 2010. Leadership styles and outcome patterns for the nursing workforce and work environment: A systematic review. *International Journal Of Nursing Studies* **47**(3), 363-385.
4. Gijbels H, O'Connell R, Dalton-O'Connor C, O'Donovan M (2010). A systematic review evaluating the impact of post-registration nursing and midwifery education on practice. *Nurse Education In Practice* **10**(2), 64-69.
5. Grimshaw J, Eccles M, Tetroe J (2004). Implementing Clinical Guidelines: Current Evidence and Future Implications. *Journal of Continuing Education in the Health Professions* **24**(1), 31-37.
6. van Lonkhuijzen L et al (2010). A systematic review of the effectiveness of training in emergency obstetric care in low-resource environments. *BJOG –OXFORD* **117**(7), 777-787.
7. Wagner J et al (2010). The relationship between structural empowerment and psychological empowerment for nurses: a systematic review. *Journal Of Nursing Management* **18**(4), 448-462.
8. Wong B M et al (2010). Teaching quality improvement and patient safety to trainees: a systematic review. *Acad Med* **85**(9), 1425-39.
9. Wong C A, Cummings G G (2007). The relationship between nursing leadership and patient outcomes: a systematic review. *J Nurs Manag* **15**(5), 508-21.

(c) Implementation review

Papers available for inclusion in report (8 of 16):

1. Barosi, G (2006). Strategies for dissemination and implementation of guidelines. *Neuro Science* **27**: Suppl 3:S231-4.
2. Davis D and Taylor-Vaisey A (1997). Translating guidelines into practice. A systematic review of theoretic concepts, practical experience and research evidence in the adoption of clinical, practice guidelines. *Canadian Medical Association Journal* **157**, 408-416.
3. Francke A L et al (2008). Factors influencing the implementation of clinical guidelines for health care professionals: a systematic meta-review. *BMC Medical Informatics and Decision Making* **8**, 38.
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5. Medves J et al (2009). Clinical Practice Guideline Dissemination and Implementation Strategies for Healthcare Teams and Team-Based Practice: A Systematic Review. *Joanna Briggs Institute Library of Systematic Reviews*. JBL000197; **7**(12).
6. van der Wees P J et al (2008). Multifaceted strategies may increase implementation of physiotherapy clinical guidelines: a systematic review. *Australian Journal of Physiotherapy* **54**, 233-41.
7. Walter I, Nutley S M and Davies H T O (2005). 'What works to promote evidence-based practice? A cross-sector review' *Evidence & Policy* **1**(3):335-364
8. Werb S B and Matear D W (2004). Implementing evidence-based practice in undergraduate teaching clinics: a systematic review and recommendations. *Journal of Dental Education* **68**(9), 995-1003.

Papers not received in time for inclusion in report (8 of 16):

1. Bero L A et al (1998). Getting research findings into practice: an overview of systematic reviews of interventions to promote the implementation of research findings. *British Medical Journal* **317**(7156), 465-8.
2. Gross P A and Pujat D (2001). Implementing practice guidelines for appropriate antimicrobial usage - A systematic review. *Medical Care* **39**(8), 1155-1169.
3. Hiller J E et al (2003). Evidence-based practice in rural and remote clinical practice: where is the evidence? *Australian Journal of Rural Health* **11**(5), 242-248.
4. Lovarini M and McCluskey A. No implementation strategy can yet be recommended to improve clinical guideline implementation by allied health professionals. *Australian Occupational Therapy Journal* **56**(5), 361-362.
5. Milner M, Estabrooks C A, Myrick F (2006). Research utilization and clinical nurse educators: A systematic review. *Journal of Evaluation in Clinical Practice* **12**(6), 639-655.
6. Prior M, Guerin M, Grimmer-Somers K (2008). The effectiveness of clinical guideline implementation strategies - A synthesis of systematic review findings. *Journal of Evaluation in Clinical Practice* **14**(5), 888-897.
7. Rabin B A et al (2010). Dissemination and Implementation Research on Community-Based Cancer Prevention: A Systematic Review. *American Journal of Preventive Medicine* **38**(4), 443-456.
8. Roen K et al (2006). Extending Systematic Reviews to Include Evidence on Implementation: Methodological Work on a Review of Community-Based Initiatives to Prevent Injuries. *Social Science & Medicine* **63**(4), 1060-1071.

Annexes:

Annex A: Details of the searching and sifting criteria: What works in training?

Systematic searches were carried out to identify experimental studies of training across all sectors. Relevant databases held by the National Police Library were searched as well as systematic review specialist organisations including the EPPI centre and Campbell collaboration libraries⁷². The search criteria were designed to identify evaluative studies of training approaches including any systematic reviews. There were no date limits on the searches. The search criteria and a summary of the initial search results are set out below.

Search terms

training OR learning OR development
AND evaluat* OR assess* OR what works OR impact
AND systematic review

Table 1: Search results

Database/website	Total references	Included after first sift
Emerald	79	6
PsychInfo	101	7
PBS	30	1
IBSS	55	0
Criminal Justice	44	2
ERIC	143	6
EconLit	43	2
ASSIA	164	6
PubMed	100	0
ETOC	200	5
Web of Knowledge	50	3
Campbell collaboration website	6	0
EPPI centre website	5	3
TOTAL	1015	41

Sifting

Duplicates were removed and remaining abstracts were sifted for relevance using the criteria set out below. Following a brief review of the results a second sift of included abstracts was required to exclude papers that focussed on inappropriate populations (e.g. young people, people suffering from particular types of illnesses). From just over 1,000 references initially identified by the searching, only 24 papers were included in the final review (see Table 3 below). Papers which were not available through the National Police Library, or the British Library, were not included. Papers which were not received from the National Police Library or the British Library by 1st October 2010 could not be included in the review.

⁷² Staff at the National Police Library searched the following databases: Emerald; PsychInfo; PBS; IBSS; CJA; ERIC; EconLit; ASSIA; PubMed; ETOC; Web of Knowledge. Results from Google Scholar were not included as this search method does not provide full abstracts

Table 2: Sift criteria

Note: The aim of sifting is to identify reviews of effective training methods, or learning and developmental programmes for adults. If there are a limited number of reviews available, we may also need to identify high quality evaluations instead. We are interested in papers from a variety of areas, not just policing.

	QUESTION	ANS.	ACTION
Q1	Is the study about adult training, learning, or development?	No	Exclude
		Yes	Go to Q2
		Unclear	Exclude
Q2	Is the study: An evaluation (at least pre & post level) OR a systematic review?	No	Exclude
		Yes	Include
		Unclear	Cannot exclude
If paper is included then:			
Tag whether:	Systematic Review OR Evaluation AND Training OR Learning OR Development		
Key Findings: (from abstract)			

Notes:

Exclude protocols for systematic reviews

Exclude papers on the development of tools/ guidelines/ interventions, etc.

Table 3: Results of sifting

Original Refs	First Sift	Less Duplicates <i>within</i> searches	Less Duplicates <i>across</i> searches	Second Sift
1015	38	32	32	22

Twelve of the 22 papers included after the second sift were not received from the British Library in time for inclusion in the review.

Annex B: Police training study – a description:

Only one paper related to police training was identified in the searches. This paper did not meet the minimum criteria as it is non experimental study. The paper focuses on police understanding of crowd psychology, and the subsequent design of public order training and the policing of football crowds.

The paper finds that although ACPO/NPIA guidance on public order training⁷³ has adapted to more nuanced and modern understandings of crowd psychology⁷⁴, public order training has in practice institutionalised classic theoretical models of crowd behaviour⁷⁵ focussed on the likelihood of irrational behaviour within crowds. The authors argue that this has resulted in the potentially counter productive reliance on the undifferentiated use of force when policing crowds. Although this is a very specific criticism of police training design in a particular context the authors speculate this may be because of the general **lack of emphasis given to theory and research evidence** in policing⁷⁶.

Annex C: Details of the searching and sifting criteria: behaviour change and implementation reviews

Systematic searches were carried out to identify experimental studies of behavioural change and implementation strategies across all sectors. Relevant databases held by the National Police Library were searched as well as systematic review specialist organisations including the EPPi centre and Campbell collaboration libraries⁷⁷. The search criteria were designed to identify evaluative studies of approaches to behaviour change and the implementation of guidance or research in practice including any systematic reviews. There were no date limits on the searches. The search criteria and a summary of the initial search results are set out below.

Behaviour change search terms

behaviour* chang* OR behaviour* modification OR organisation* chang* OR organisation* cultur* change;
organisation* behaviour;
AND evaluat* OR assess* OR what works OR practice chang*
AND systematic review

Table 1: Behaviour change search results

Database	Total references	Included after first sift
Emerald	2	1
PsychInfo	50	14
PBS	27	0
IBSS	7	0
Criminal Justice	10	0
ERIC	5	2
EconLit	12	3
ASSIA	51	19
PubMed	218	13

⁷³ ACPO (2003). *Manual of Guidance for Keeping the Peace*, ACPO, London.

⁷⁴ Drury J and Reicher S et al (2000). Collective action and psychological change: the emergence of new social identities. *British Journal of Social Psychology* **45**, 175-196.

⁷⁵ Le Bon G (1895). *The Crowd: A Study of the Popular Mind*, Ernest Benn, London.

⁷⁶ The authors cite: White D (2006) A conceptual analysis of the hidden curriculum of police training in England and Wales. *Policing and Society* **14**(4), 1-24.

⁷⁷ Staff at the National Police Library searched the following databases for the search on behaviour change: Emerald; PsychInfo; PBS; IBSS; CJA; ERIC; EconLit; ASSIA; PubMed; ETOC; Web of Knowledge. Results from Google Scholar were not included as this search method does not provide full abstracts. The search on implementation looked at the following databases: Emerald; PsychInfo; PBS; IBSS; CJA; PubMed; ETOC; Web of Knowledge. CSA Illumina was used to search ASSIA, ERIC, EconLIT, PAIS, Social Services Abstracts; Sociological Abstracts for the implementation search rather than independent searching ERIC, EconLIT and ASSIA due to computer problems at the library.

ETOC	40	4
Web of Knowledge	24	4
TOTAL	446	60

Implementation search terms

Search terms:

implement* AND research OR guidelines OR guidance OR policy OR policies OR doctrine OR evidence AND systematic review

Table 2: Implementation search results

Database	Total references	Included after first sift
Emerald	64	2
PsychInfo	182	5
PBS	66	4
IBSS	30	1
Criminal Justice	27	1
CSA Illumina	208	18
PubMed	110	5
ETOC	9	3
Web of Knowledge	92	5
TOTAL	788	44

*CSA Illumina covers ASSIA, ERIC, EconLIT, PAIS, Social Services Abstracts; Sociological Abstracts. This was used for search 3 rather than searching ERIC, EconLIT and ASSIA due to computer problems at the library.

Sifting

Duplicates were removed and remaining abstracts were sifted for relevance using the criteria set out below. Following a brief review of the results a second sift of included abstracts was required to exclude papers that focussed on inappropriate populations (e.g. young people, people suffering from particular types of illnesses). From just over 1,000 references initially identified by the searching, 24 papers were included in the final review (see Table 3 below). Papers which were not available through the National Police Library, or the British Library, were not included. Papers which were not received from the National Police Library or the British Library by 1st October 2010 could not be included in the review.

Table 3: Behaviour change sift criteria

The aim of sifting is to identify reviews of what is effective in changing behaviour, or how organisations/ organisational culture can be changed successfully. If there are a limited number of reviews available, we may also need to identify high quality evaluations instead. We are interested in papers from a variety of areas, not just policing.

	QUESTION	ANS.	ACTION
Q1	Is the study about behaviour change/ behaviour modification in adults OR organisational change/ cultural change/ organisational behaviour/ practice change	No	Exclude
		Yes	Go to Q2
		Unclear	Exclude
Q2	Is the study: An evaluation (at least pre & post level) OR a systematic review?	No	Exclude
		Yes	Include
		Unclear	Cannot exclude
If paper is included then:			
Tag whether:	Systematic Review OR Evaluation AND Behaviour change OR Organisational change OR Cultural change		
Key Findings: (from abstract)			

Notes: Exclude protocols for systematic reviews

Table 4: Implementation sift criteria

The aim of sifting is to identify reviews effective ways of implementing research, policy or procedures. For this search **we only want to identify systematic reviews**. We are interested in papers from a variety of areas, not just policing.

	QUESTION	ANS.	ACTION
Q1	Is the study about the IMPLEMENTATION of research, policies, or procedures	No	Exclude
		Yes	Go to Q2
		Unclear	Exclude
Q2	Is the study a systematic review?	No	Exclude
		Yes	Go to Q3
Q3	Does the study have significant* findings (either positive or negative)?	No	Exclude
		Yes	Include
If paper is included then:			
Tag whether:	IMPLEMENTATION of: Research, Policy, Procedures, (Guidelines if especially interesting)		
Key Findings: (from abstract)			

Note: *By 'significant' we mean 'meaningful', rather than statistically significant. From scanning the abstract, establish whether the paper help us understand what is effective in implementing research/ policy/procedures? If a review is unable to help in this way with meaningful findings, it should be excluded. If it can say something about the implementation of research/ policy then it should be included.

Results of sifting

Table 5: Summary of sifting results

	Behavioural change	Implementation
Original References	446	788
Included references after first sift	60	44
Less Duplicates	43	31
Included references after second sift	20	16
Included references available for use in the review*	11	8

* Not all papers were provided by the British Library in time for inclusion in the review.

Appendix	Rapid Evidence Reviews
Six (C)	What makes a great police leader? A rapid evidence assessment of the outcomes and effectiveness of police leadership styles, competencies and behaviours

NPIA Research Analysis and Information Unit (RAI), October 2010

Authors: Isla Campbell and Jenny Kodz*

1. Overview and key findings

The 2008 Flanagan Review (Flanagan, 2008) and the subsequent government policing Green Paper (Home Office, 2008), led to the National Policing Improvement Agency (NPIA) being tasked to devise and implement a new leadership strategy for the police service in England and Wales. To support this work, it commissioned the Institute of Work Psychology (IWP) to undertake a series of systematic searches of leadership related research. The in-house NPIA research team managed the search project and have been responsible for reviewing the identified studies.

The purpose of this paper is to present a review of the current evidence base on what makes a great police leader – in terms of leadership styles, behaviours and competencies. It focuses on internal police leadership for all ranks from first line-managers (sergeants) to chief executives (chief constables/ commissioners) and summarises findings from relevant UK and international research studies published in English over the last three decades (1979 - 2009.) An extensive systematic literature search was conducted to identify relevant research evidence that reported on outcomes and impact of police leadership. Think pieces and research papers that did not report on such outcomes were excluded. The resulting list of 23 research studies have been reviewed by the NPIA research team and their findings summarised in this paper.

Leadership is a complex research area and across all sectors there is ambiguity over which styles and behaviours are the most effective. Difficulties of linking leadership with organisational outcomes are particularly pronounced for the police, since common police performance measures are affected by multiple confounding factors. The findings of this review are, therefore, largely based on perceptions of what makes a great police leader. There is virtually no reliable evidence of what impacts police leadership styles and behaviours make on the ground.

Key findings

Findings from the reviewed studies have been summarised below. They offer an indication of the potential effectiveness of different police leadership styles, competencies behaviours and where the existing “weight of evidence” lies. The standard of evidence offered by the reviewed studies was not high enough to draw strong “What Works” conclusions.

1. **Limitations of the evidence:** the evidence base for what makes a great police leader is limited and is largely restricted to leaders' impacts on subordinates and subordinates' perceptions of effectiveness of their leaders. Very little evidence was found that assessed impact of leadership competencies and behaviours on operational and organisational outcomes.
2. **Transformational leadership:** police leaders that seek to inspire, set a vision, offer intellectual stimulation and appeal to followers' moral values, desire to fulfil potential and make a positive contribution may be viewed as more effective leaders than those that don't. There is evidence to indicate that they can have a positive impact on subordinates' organisational commitment and their willingness to exert extra effort and comply with directives.
3. **Transactional Leadership:** evidence suggests that police leaders that rely heavily on rewards and punishment and "management-by-exception" (taking action only when there are deviations from expected behaviours and/or service delivery) rather than employing transformational behaviours, may have less positive impacts on subordinates. However, there is evidence that transactional behaviours can have positive impacts in specific circumstances, for example: subordinates may respect supervisors that adopt transactional behaviours and styles to deal with poor standards and performance; "goal-oriented" leaders may be preferred by lower ranking and less experienced officers than those in higher ranks; role-clarification may be more appreciated when tasks are perceived as unpredictable; individuals that have a disposition to prefer external direction and control (and who are less self-motivated) can also express a preference for transactional style leadership behaviours.
4. **Mixed style leadership:** there is evidence to indicate that police leaders that combine transformational and transactional behaviours may be more effective than leaders that rely purely on transformational behaviours.
5. **Active leadership and role-modelling:** leaders that are active, out in the field, who set a good example and employ role-modelling strategies may be more effective at influencing subordinates behaviour (including impacting on integrity and the ethical culture of their force) than transformational leaders that rely too heavily on inspirational motivation and interventions such as mentoring.
6. **Situational leadership:** leaders that modify their behaviours to suit the context and particularly the maturity level of their subordinates may be most effective.
7. **Participative Leadership:** there is evidence indicating that the majority of police officers generally desire some influence in management decision making - participative leadership styles that allow this may positively impact on job satisfaction and subordinates' organisational commitment.
8. **Laissez-faire/ Passive/Avoidant:** evidence indicates that police leaders that practice inactive leadership (and essentially fail to lead) are almost universally viewed as less effective. There is evidence they can have negative impacts on subordinates' willingness to exert extra effort, but there may be exceptions to this amongst higher ranking officers.
9. **Variations:** there is evidence that different ranks may prefer and respond differently to leadership styles. Particularly, lower ranking, less experienced officers may benefit from more directive, active leadership than higher ranking officers. There is also evidence policing may sometimes require approaches to leadership that are unusual compared to other sectors. For example, police officers in Australia have been found to have a higher

level of satisfaction with their leaders than industry/ business workers – despite evidence indicating that Australian police leaders are less transformational than their industry/ business equivalents.

10. Emotional intelligence: there is evidence that an ability or capacity to perceive, assess, and manage the emotions of one's self, and of others (ie “emotional intelligence”) can be positively related to police leader effectiveness, but that high levels of emotional intelligence can also undermine effectiveness when coupled with high levels of narcissism.

2. Review methods

Systematic searches differ from standard literature searches in that a precise search strategy is devised at the outset. The research questions are first agreed and then (as happened in this case) there should be a series of scoping searches 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. Another feature of systematic searches is that they should be replicable. IWP produced a detailed technical report of the search methods and results, which means that the searches can be updated over time or extended through further searching.

The search for this paper aimed to be as comprehensive as possible, within time and resource constraints. Six electronic databases of social research literature were searched by IWP⁷⁸ for the period 1979-2008 and their work was followed up with a search of the National Police Library (for England and Wales) catalogue; the Criminal Justice Abstract database and footnote references. It was an international search but only studies published in English were included. The objective was to identify research evidence on the impact or degree of effectiveness of leader competencies, behaviours and styles. Factors impacting on leadership, such as organisational culture, were out of scope. Opinion pieces and research papers that did not report on outcomes were excluded, as were Masters level theses. Studies were originally screened through their title and abstract, before being reviewed by the NPIA research team.

A critical appraisal of the standard of evidence offered by each of the studies was then undertaken and only studies using standard social research techniques to reduce bias have been included. Rather than grade the studies for quality, the evidence from all of the identified studies has been presented, along with a short description of each of their methods. No randomised control trials or robust quasi-experimental design studies were identified through the search, which are considered by some to offer the highest standard of evidence for causal inference, for example according to the Maryland Scale of Scientific Measures – (Sherman et al, 1998.) Leadership does not lend itself easily to experimental design and this is arguably particularly true for leadership research within the police service. It is difficult to establish comparison groups of officers that only substantially differ in terms of how they are led. Equally, controlling for the multiple confounding factors that can influence typical police performance measures is an immense challenge. Whilst evidence summaries and final conclusions have been drawn from the studies, they only offer a steer to where the current weight of evidence appears to lie.

⁷⁸ The following databases were searched: Applied Social Sciences Index and Abstracts (ASSIA) 1980-, MEDLINE 1950-, National Criminal Justice Reference Service Abstracts 1980-, PsycINFO 1979-, the Social Science and Science Citation Indices 1979- (and Conference Proceedings Citation Index- Science (CPCI-S)-1990-), and Emerald MR 1989-.

3. Overview of papers

In total, references for 25 relevant publications were identified: 9 PhD theses; 13 peer reviewed journal articles and 3 police/ government organisation reports. The publications present results from individual research studies – in two cases there were two papers reporting on the same study.

The majority of the studies (15 of the 23) identified through the search are North American. Only four are British. Three quarters were published in the last decade of the search (between 1999 and end 2008) and none were published in the middle period (1989 – 1998.)

Table 1. Breakdown of studies by country and year of publication’.

Year of Publication	Total No. of Studies	Country of publication – no. of studies
1979 - 1988	6	USA 4; Canada 1; New Zealand 1
1989 - 1998	0	
1999 - 2008	17 (19 papers)*	USA 9 (10 papers)*; Australia 1(2 papers)*; Nigeria 1; Israel 1; Netherlands 1; UK 4.

* The total number of publications are in parenthesis – showing two of the research studies have been reported in two papers.

The earliest studies reviewed for this paper (dating from the late 1970s and early 1980s) concentrate on testing a suggested assumption that autocratic, impersonal leadership was preferred by police officers and that quasi-military structure and leadership styles were essential – to maintain centralised control whilst officers are allowed considerable discretion on the ground; to ensure rapid mobilisation in crisis and emergency situations and to give public confidence in the legitimacy and accountability of police activities (Jermier and Berkes 1979; Brief et al, 1981; Kuckyendall and Unsinger, 1982). On the whole, these early studies tend to present evidence to undermine a blanket approach to police leadership, to question the validity of a strictly “quasi-military” leadership structure and promote supportive and participative leadership behaviours rather than purely “instrumental” (“leader as commander”).

These early studies are based on contingency or situational theories of leadership. According to the “path-goal” contingency theory, leadership can be divided into four over-arching behaviours .- *achievement-oriented, directive, participative, and supportive* – and leaders should take the approach that most suits the situation. The “personal-situational” theory assumes that leaders should alter their style according to the maturity level of subordinates, again with four main different approaches: telling, selling, participating and delegating.

From the mid 1980s interest in ‘transformational’ leadership and particularly Bass’s ‘Full-Range Leadership Model’ (FRL) developed (Bass, 1985.) The model distinguishes between three leadership styles: transactional, which focuses on rewards and discipline and maintaining the status quo; transformational, where leaders seek to motivate subordinates by appealing to moral values, intellect and desire to fulfil individual potential and organisational aims (with more potential to bring about change); and finally, laissez-faire/passive avoidant leadership (where leaders are inactive and effectively ‘fail to lead’). A survey tool, the Multifactor Leadership Questionnaire (MLQ), was developed to accompany the model and has been used by five of the reviewed studies, either as a 360 degree survey tool (where peers, subordinates and bosses as

well as leaders respond) or as a self-rating or dual rating survey (Singer and Jonas, 1987; Densten 1999 and 2003; Schwarzwald et al 2001; Morreale, 2003; Sarver, 2007.)

Essentially, the findings of the FRL model studies are not dissimilar to the earlier research. They build on the evidence challenging the 'instrumental' leader as commander style and encourage inspirational, supportive and participative leadership. Whilst a conclusion of most of these papers is to stress the value of developing supportive leadership skills within the police, the FRL model, like 'contingency' and 'situational' theory, assumes that leaders can and should adapt their behaviours to suit different contexts. Two of the FRL papers evidence the value of transactional styles and behaviours in specific circumstances (Densten 2003; Schwarzwald, et al 2001), as do other papers from across the whole review period.

Over the last fifteen years, police leadership research has also been influenced by theories relating to "Emotional Intelligence" and personality. Two of the most recent papers support a relationship between high emotional intelligence and effective police leadership, providing it is a coupled with a genuine sense of morality and low narcissism (Hawkins and Dulewicz, 2007; Yocum, 2007.) Three further studies in this review have also attempted to assess the impact of personality on leadership effectiveness (Green, 2006; Sarver, 2007; Murphy, 2007.)

Further recent work, including the largest UK study (Dobby et al, 2004) have set out to reveal and to a limited extent test, core leadership competencies for senior police officers. They have gone back to first principles, and rather than the testing the prevalence of particular styles and behaviours, as specified by one of the current leadership models, they have started with long lists of competencies and sought to identify the most essential ones. On the whole, they have helped support the notion that a mix of transformational and to a lesser extent transactional related behaviours, skills and attributes are desirable. It is outside the remit of this paper to provide a full review of police leader competency research – only studies of this type which include outcome measures are included (Weiss, 2001; Silva, 2004; Devitt, 2008.).

4. Research gaps and limitations

Perhaps the most important finding of this review has been to establish the limitations of the evidence base. As well as the relatively low number of police focused studies in this area, the value of their findings are constrained by the complexity of the topic. Leadership research is an evolving process and across all sectors there is little certainty over which styles and behaviours produce the most effective outcomes. Police leadership is no exception.

The following factors inhibit the value of current police related evidence base:

- | | |
|-----|--|
| 1a) | Standard police performance measures are affected by multiple factors, making it difficult to link leadership with "real-life" outcomes. |
| 1b) | Research has tended to rely heavily on perceptions of outcomes of leadership behaviours and styles, rather than actual outcomes |
| 2a) | Synthesising research findings is complicated by the use of different leadership models and definitions of styles and behaviours. |
| 2b) | Research has largely drawn on pre-existing instruments for measuring leadership styles, effectiveness and other outcomes – which tend to over generalise and which may not reliably translate in a complicated policing context. |
| 3) | Research has tended to rely heavily on questionnaires (rather than direct observations and interviews) which can over-simplify reality and may elicit socially desirable rather than realistic answers. |

- | | |
|----|--|
| 4) | Most research has been conducted in the US – only four UK based studies have been identified. Cultural and organisational differences between countries constrain the generalisability of findings. |
| 5) | No studies have been found that have a robust quasi-experimental research design – due to problems establishing comparison/ control groups and controlling for significant confounding factors. This means there is a complete lack of studies offering a high standard of evidence. |

As discussed in the methodology section, no studies were found with a robust quasi-experimental research design. Similarly, attempts to triangulate sources of evidence to substantiate findings was limited. Three studies tried to link leadership style with organisational performance outcomes such as crime detection rates or citizen satisfaction surveys (all sensitive to multiple confounding factors) and their results are inconclusive (Silva, 2004; Sarver, 2008; Steinharter and Wuestewald, 2008.) Several combined direct observation of police leaders and their subordinates with interview and/or questionnaire research (Macdonald, 1986; Engel 2001 and 2003; Dobby et al, 2004; Devitt, 2008.) Arguably, this had the potential to be the most robust approach, but it is also resource intensive and still does not provide causal findings.

In the vast majority of cases, the studies have relied entirely on perception evidence, which can be easier to gather but, given the sensitivity and complexity of the subject area, there is a strong risk that respondents offer socially desirable answers or responses based on preconceptions and with insufficient awareness of facts). Only a few studies attempted to overcome this through specialist qualitative research techniques, such as repertory grid (Dobby et al, 2004.) Most heavily relied on questionnaires with closed answer options, with the risk that they force respondents to oversimplify and generalise. In many cases, pre-existing survey instruments have been used, such as the MLQ, which have the advantage of having been 'validated' in previous studies, but the disadvantage that they have not been designed for policing.

A final important concern is that synthesising findings is complicated by the use of different leadership models and definitions and concepts of styles and behaviours. Simplification and generalisation is unavoidable in this field of enquiry, but there is a danger that strict theoretical paradigms can constrain research and can sometimes lead to results that are so linked to theory that they do not offer evidence in their own right. Studies based on the Personal Situational theory, for example that measure leader effectiveness using an assumption that there are optimum leadership styles for different scenarios (Kukyendall and Unsinger, 1982.)

Given the limitations of the evidence base, it is important to stress that this paper largely presents evidence on **perceptions** of leadership style and what makes a great leader. However, as one researcher argues, (Densten 2003) 'individuals act upon their perceptions and for them perception is their reality' and providing the limitations of the research are acknowledged, there is value in synthesising the evidence base.

5. Main findings from the studies

The 23 studies that have been reviewed all provide evidence of the impact of effectiveness of distinct leader competencies, styles or behaviours. The measures of effectiveness they use

vary, but can be broadly grouped into four areas which have been used as subheadings in this chapter:

- subordinate job satisfaction, morale and organisational commitment
- influencing and improving performance
- perceptions of leader effectiveness and subordinate responsiveness to leader
- integrity and force ethics

Under each sub-heading, a short summary is provided of the combined findings of the relevant studies, followed by a short description of the individual studies and their conclusions.

A fifth subheading has been included – “personality and emotional intelligence”. This final category is so closely related to leadership competencies, styles and behaviours, it was deemed appropriate to include findings in this area. However, the systematic search was not designed to specifically find studies of this type and the five that have been identified and included in this review may constitute a very small and unrepresentative sample of the actual evidence base.

5.1 Job satisfaction, morale and organisational commitment

Summary: *Only five research studies included in this evidence assessment tested how leadership may impact on job satisfaction. Overall, the findings suggest that supportive, participative and more generally transformational leadership styles have a positive impact on subordinates' job satisfaction. Little evidence was found that the contrasting “leader as commander” or transactional style adversely affects subordinate job satisfaction, but there is an indication that in certain situations transactional leadership behaviours can have a positive affect.*

A study published in 1979 (Jermier and Berkes 1979), which involved a survey of 158 police officers, sergeants and lieutenants in a mid-western US police department, tested whether certain behaviours associated with the “leader as commander” style (also referred to as “instrumental leadership”) affected job satisfaction and organisational commitment amongst subordinates. Three specific behaviours were tested, which each involve the leader exerting some control over subordinates' work. Two were said to have no affect on job satisfaction or organisational commitment – specification of procedures and assignment of tasks. A third behaviour – when the leader stipulates the remit of an officers role (“role clarification behaviours”) - was found (with very weak supporting evidence) to have some positive impact when subordinate's jobs are either highly unpredictable or require a high degree of joint working with other officers. This was only the case however, when informal leader substitutes were not in place – such as experienced officers acting as role models and mentors.

Further evidence to support a relationship between leader role clarification behaviours and job satisfaction was also found in a similar study published three years later (Brief et al, 1981). This study applied a similar methodology, but the study was conducted in another mid-Western US city and in this case, only 68 officers (all below the rank of inspector) were surveyed, making the findings even less reliable.

The first, larger study (Jermier and Berkes 1979), also explored two alternative police leadership styles – participative and supportive (which coincide with the transformational rather than transactional style) – and found they were both positively related to job satisfaction and organisational commitment. Again, the sample sizes were small, but evidence was uncovered that when jobs are predictable, supportive leadership had its most positive effect and participative was more important when jobs are unpredictable. When tasks are interdependent, a consultative, participative style rather than directive style is best for improving job satisfaction and organisational commitment.

A 2004 UK study for the Home Office (Dobby et al, 2004) included a survey with responses from 1,066 officers (of all ranks) and police staff from 36 forces in England and Wales. Participants were asked to rate their line manager against 14 dimensions of transformational leadership. They also completed questions on how their line manager's behaviour may affect them psychologically. It was found that leaders who scored high for transformational behaviours could have positive psychological impacts on subordinates. There was also evidence that the opposite was true – leaders that scored low on the transformational scales could have negative psychological outcomes on their followers. The scale score which had the strongest relationship to the psychological outcomes was “genuine concern for others' well-being and development” – leaders that rated highly on this dimension were found to be particularly likely to have a positive effect on subordinates' commitment to do their job, self-confidence and self-esteem; sense of job satisfaction and fulfilment and commitment to the organisation and motivation to exceed expectations. The study also found that a line manager who displays one aspect of transformational leadership is also likely to display the others.

A 2008 case-study write-up of a “Shared Leadership” initiative in Oklahoma, USA (Steinheider and Wuestewald, 2008) presents evidence that this style of management can improve police officer morale. A “Leadership Team” was set-up and given responsibility for making most policy decisions - with representatives from all ranks and civilian staff. Before and after surveys of officers and staff within the agency indicate that they felt much more empowered, motivated and committed to their organisation after the introduction of participative management. The very low sample size at baseline (n = 32) weakens the evidence. Perhaps even more importantly, the results may have been affected by multiple confounding factors – for example, the police chief was replaced immediately prior to the new initiative. The special circumstances surrounding this case, including the very low levels of morale at the outset, mean that the findings of this research are not generalisable to other forces. It should be noted that this is only one of two studies included in this review that attempted to link leadership with force performance measures. The authors report outstanding improvements in local satisfaction and police productivity following the introduction of the shared leadership initiative – but the causes for this can not be ascertained.

An earlier, study (MacDonald, 1986) which involved researching leadership in 3 Canadian police departments, also found evidence that most officers involved the study wished to participate in management decision making – but the authors' also concluded that the extent to which individuals may wish to have an input partly depends on psychological predispositions. The study write-up (seen for this review) includes little detail on method and results, but instead presents findings in broad conclusions. Interviews were conducted with almost all officers at level of staff sergeant and above and with 20% below that rank; 300 hours of observation was undertaken and perception data was drawn from 220 questionnaire responses (60% supervisors and 40% operational officers.) A further conclusion made by the authors' was that a significant proportion (possibly the majority) of officers participating in the study could be described as “self-legitimators”. These individuals reported that self-evaluations had more effect on their own feelings of competence, personal safety, pride in their work and job satisfaction than external evaluations such as peers, supervisors or higher level administrators.

5.2 Influencing and improving performance

Summary: *There is evidence to indicate that transformational leadership may be more effective at encouraging subordinates to exert extra effort than transactional leadership and that supportive and particularly participative styles are positively related to subordinates' organisational commitment. There is more limited evidence, however, that officers of certain*

ranks/performing certain roles may respond positively to more transactional leadership and even more rarely – laissez-faire management styles.

Exerting extra effort:

Two American studies that used the MLQ to measure exertion of extra effort found evidence to indicate that transformational leadership is more effective than transactional leadership at encouraging subordinates to exert extra effort (as well as improving job satisfaction.) In Morreale's survey of 177 line-officers (reporting on their direct managers) in 75 New England police departments (Morreale 2002), laissez-faire leadership had the effect of reducing effort. Sarver's study of the leadership style of Texan Police Chiefs (Sarver 2008) similarly found laissez-faire was the least effective for motivating officers. However, in this case, the findings are weakened by the fact that subordinates did not contribute to the research.

A 2004 Nigerian study (Adebayo, 2005) used an alternative survey instrument to gather views from 184 police officers (up to the rank of inspector) on their direct supervisors' leadership behaviours. It found that perceptions of workplace fairness and transformational leadership behaviour were positively related to participants' work motivation.

Australian research (Densten, 1999), which used the MLQ, has found similar results, but with certain caveats. The study compared the perceived leadership style of senior Australian police officers (mostly chiefs and superintendents) compared with a business and industry leader norm group established by Bass and Avolio in 1990 (which had a sample of 1,006 subordinates rating 251 business and industrial leaders.) 480 senior Australian officers took part in the study. They scored their leaders as using transformational leadership styles less frequently than the MLQ norm, and correspondingly, they reported exerting extra effort significantly less frequently. However, a further write-up of the study (Densten, 2003) reported that the different styles had varying affects on officers of different ranks. The transactional style of management-by-exception could be a positive indicator of leader effectiveness for senior sergeants. Laissez-faire supervision was a positive predictor of extra-effort for superintendents. The author, Densten, suggests these results are unusual compared to other work sectors and may reflect the special nature of certain aspects of police work.

The 2004 UK Home Office study (Dobby et al, 2004) involving a survey of 1,066 police officers, found a strong correlation between subordinates' perceptions of their line managers' displaying transformational leadership (particularly showing genuine concern for others' well-being and development) and a belief that their line manager acts in a manner that enables them to achieve beyond their expectations.

Changing behaviour:

An American study (Engel, 2002) on the supervisory study of 64 police sergeants combined observations (5,700 hours) with qualitative survey evidence and interviews with the sergeants and 239 of their subordinate patrol officers. The research identified four main supervisory styles: traditional; innovative; supportive and active.

The "active" style was characterised as leaders that have:

- high activity levels
- generally hold positive views of subordinates
- are proactive and directive in decision making
- are authoritative and who offer little inspirational motivation
- Often in the field

The innovative style was described as:

- high relations-orientation (ie, leaders that tend to consider more officers their friends)
- low task-orientation
- supportive of innovative changes
- more likely to embrace coaching and mentoring
- more likely to delegate and be less instructive.

Whilst the study found that none-of the supervisory styles affected the likelihood that patrol officers would make arrests or issue citations, there was one style that did seem to influence officers' behaviour - the "active style." Officers with "active" superior officers spent most time per shift on self-initiated activities and problem solving. In contrast, officers with "innovative" police supervisors spent more time on personal business. This study, therefore, suggests that being "transformational" without being active, will not bring about changes in police officer behaviour. It was also found, however, that active supervisors (in this study) were twice as likely to use force on citizens, as were their subordinates, indicating that if active supervisors are to have a positive impact on subordinate behaviour they must set a good example.

An earlier, study (MacDonald, 1986) used a similar methodology to Engel. It was a smaller study, this time of three case study Canadian forces. As well as extensive interviewing, 300 hours of observation was undertaken and perception data was drawn from 220 questionnaire responses. A main conclusion from the study was that officers that are "self-legitimators" (motivated more by self-evaluation than external praise) can be influenced to change their behaviour by managers through the development of mutual understanding and meaning. The authors' stressed the need for leaders to make roles, responsibilities and expectations clear and give operational personnel an understanding of the police function for society. They were concerned that the forces in the study were missing the opportunity to influence behaviour through effective leadership. It should be noted, that the write-up seen for this review did not include detailed results or explanation of the methodology.

Kuykendall and Unsinger (Kuykendall and Unsinger,1982) administered a self-completion survey to 155 police managers attending training programmes in Arizona and California, which sought to measure the participants' own leadership style. This study fits within the Personal-Situational theory of leaders, which divides leadership into four over-arching behaviours: "Telling"; "Selling"; "Participating" and "Delegating".⁷⁹ They used a pre-existing survey instrument (the LEAD tool) to measure participants' leadership style against these four behaviours. Leaders indicate how they would respond to given scenarios and the tool works by assuming that leaders should adapt their style according to the maturity level of their subordinates and that there are optimum responses to the described situations. The results found that the police managers used "participating" the most, along with "telling" and "selling". The "delegating" style was infrequently used. The authors compared the results of the study to similar research in other work sectors and concluded that police may need more active leadership rather than inactive and that police managers were at least as "effective" if not more so than managers in other sectors (according to the Personal-Situational theory of "effectiveness".)

Devitt (Devitt, 2008) has carried out PhD research on effective strategic leadership in crisis situations in the context of UK multi-agency incident response. She conducted interviews with 34 members of Gold command teams and observed simulations of major incidents, She uncovered three key skill areas which are potentially trainable: task skills; interpersonal skills and stakeholder skills as well as competencies associated with each. Important personal attributes, which may be less trainable, included confidence; presence; credibility; cognitive

⁷⁹ Hersey, P. and Blanchard, K. H. (1977). *Management of Organizational Behavior 3rd Edition– Utilizing Human Resources*. New Jersey/Prentice Hall.

ability; stress handling; moral courage and ethical value set. Knowing when to apply various skills and competencies was also found to be important.

5.3 perceptions of leader effectiveness and subordinate responsiveness to leader

Summary: *The systematic search found 14 relevant studies for evaluating this potential outcome. Five concentrated on the differences between “transformational” and “transactional” leaders and all but one found that transformational leaders were seen as more effective and more likely to elicit compliance from their subordinates. There was also evidence however, that transactional behaviours could have positive outcomes in this area and that mixing styles could be best.*

The MLQ survey instrument (described in section 4.2) was used in a New Zealand study in 1987 (Singer, 1987) to find whether there are preferred leadership styles and behaviours amongst police officers. 60 constables and sergeants took part in the study and each twice completed the MLQ - once describing their current supervisor's behaviour and second, describing their ideal supervisor's style. Participants gave better effectiveness ratings to leaders that displayed transformational leader behaviour (particularly “individualised consideration”) significantly more frequently than most transactional or laissez-faire behaviours. However, the transactional behaviour of “management-by-exception” was preferred over the transformational behaviours of “charisma” and “intellectual stimulation.”

All but one of the studies reviewed for this paper that have used the MLQ to report on satisfaction with the leader have reported greater satisfaction with leaders that use a transformational style (Singer, 1987; Morreale 2002, Sarver 2008). The one contrary Australian study (Densten 1999) found that leaders of senior Australian police officers were scored as using transformational leadership styles less frequently than a business and industry MLQ norm group established by Bass and Avolio⁸⁰ but (contrary to the hypothesis) satisfaction with leaders amongst the police group was higher.

An Israeli study) reporting two years later (Schwarzwald et al, 2001) explored the relationship between police captains' leadership behaviours, as measured by the MLQ, and subordinate officers' compliance to supervisor requests in conflict situations. The research drew on MLQ responses from 36 captains and survey evidence from 216 of their subordinates – who were asked to think of a situation where their captain asked them to perform a task they found hard to accept and then respond to a range of reasons as to why they may comply. The results indicate that followers are more likely to comply with soft rather than harsh power tactics and transformational rather than transactional leadership. Harsh power tactics include coercion, and reward, whereas soft power tactics can include a leader drawing on their expertise and access to knowledge and referential influencing. The study also found evidence that greater use of transformational leadership was associated with greater compliance to harsh and soft power in subordinates - and the latter effect was found to be particularly strong when the leader also shows low transactional leadership.

An American study (Standing Bear, 1986) analysing the leadership behaviours and styles of 211 police sergeants (first line supervisors) found that those that altered their leadership style to suit the perceived “maturity” level of subordinates (ie, they followed the Situational Leadership model) were rated as being more effective leaders by their peers, subordinates and superiors. The study drew on a total of 716 “360degree” survey responses.

⁸⁰ Bass, B. and Avolio, B. 1990, *Transformational Leadership Development: Manual for the Multifactor Leadership Questionnaire*, Palo Alto, CA: Consulting Psychologist Press.

A UK PhD study (Wigfield, 2001) explored how four different constituencies (peers, superiors and indirect and direct subordinates) perceived their police leaders. 997 “constituents” provided feedback on 109 “focal leaders” of all ranks in 31 police forces. Motivating people, communicating and working collaboratively were all found to be important for being perceived as effective. Self-promotion was a negative predictor of leader effectiveness. There was some variation between constituencies, for example, subordinates saw leaders’ communication skills and feedback as more important than superiors and peers. The contention that constituents will favour a focal leader who is behaviourally similar to themselves rather than one who is behaviourally different was also strongly supported.

A UK Study, ‘The Scottish Police Service Leadership Study’ (Hawkins and Dulewicz, 2009)⁸¹ drew on evidence from 577 “360 degree” surveys (the Leadership Dimensions Questionnaire) providing feedback on 120 police leaders from first line-managers up. This study, like the studies by Wigfield and Standing Bear) found evidence that different ranks respond differently to leadership styles. Goal-oriented or transactional leadership was perceived as the most effective leadership style for leadership for sergeants.

Interviews with operational officers in 3 Canadian police forces (Macdonald, 1986) found that, on the whole, the most respected supervisors were visible; spent some time in the field, asked for inputs from officers, discussed operations, officers’ objectives, rumours etc; they had high standards; they tried to make the task interesting; were knowledgeable and capable and supported their officers when they deserved support. On the other hand, supervisors that were viewed as slack and self-centred were not highly rated. Using too much monitoring, enforcing, disciplining and measuring effectiveness by numbers was not popular behaviour and nor was covering up poor behaviour. (Details on the survey methodology and data from the responses were not given in the report seen for this review.)

The main conclusion of a 1999 American study (Beito, 1999) which drew on questionnaire responses from 421 “community police officers “in one police department, was that perceptions of democratic leadership was positively correlated with perceptions of leadership effectiveness. Leaders that were perceived as “technically expert” (ie, they had a high level of training) also tended to be perceived as more effective, but experience (measured as years in supervisory post) did not have a measureable impact on perceptions of effectiveness.

Two American PhD studies have tested the validity and generalisability of a competency model for executive police leadership (Silva 2004; Weiss 2004.) Both studies drew on the same first phase of research – this involved interviewing eight “star performing” senior leaders in one American force about essential characteristics for a police leader. This resulted in a list of 24 core competencies being produced. Four of the competencies were identified as most important: credibility; leading employees; communicating and courage.

- Silva went on test these competencies by surveying 687 police and civilian staff from 13 police organisations. As well as rating the importance of the competencies, the participants were asked to rate the skill level of their senior leadership team. Interpersonal competencies tended to be rated as more important than organisation level competencies. In practice, senior leadership rated higher in skill in organisational level. An attempt to link the ratings with performances related data was abandoned after a failure to gather sufficient data and a realisation that isolating the impact of leadership from other confounding factors would not be practical.
- Weiss developed a 360 degree feedback tool, based on the top 12 of the 24 competencies identified in the first phase study:

⁸¹ This publication is included in this evidence review as preliminary findings from the study were published in 2007 – ie, within the date parameters for this review.

Active Listening*	Leading employees
Communicating*	Courage
Managing organisational change*	Managing politics and influencing
Organisation commitment*	Credibility
Setting vision and strategy*	Self-confidence
Knowledge of the organisation*	Empowering

62 captains and lieutenants (or civilian equivalent) completed surveys on their own leadership style and effectiveness and in total, they were rated by 568 subordinates, peers and bosses. The study found evidence to support the validity of the leadership competency model. It was concluded that all twelve of the competencies were important and necessary to the role of captain and lieutenant and six of them were found to differentiate leader performance (marked with a * in the lists above.) Just one of the twelve competencies was thought to account for a significant amount of variance in leader performance – managing organisational change.

The 2004 Home Office study (Dobby et al, 2004) included interviews with 150 police officers of all ranks to identify competencies considered essential for effective police leadership. A repertory grid technique was used, which allowed participants to describe effective leadership in their own words, with reference to six leaders they had encountered during their career. In total, 53 behaviours were identified and 50 of those related to transformational leadership. The three others were professional competence, competence in both strategic and tactical modes and committed. The authors' concluded "in essence, what officers see as effective leadership, irrespective of rank, is that which enables them to feel proud of the service and their contribution."

5.4 Integrity and force ethics

Summary: *one recent Dutch study has found evidence that leader behaviour – particularly setting a good example, open discussion of ethical values and dilemmas and enforcing ethical codes of conduct - can positively influence integrity violations by subordinates. The researched impacts are largely focussed on police behaviour within the station and between colleagues, though there is some limited evidence from this and a much earlier and smaller US study that police attitudes and behaviour towards citizens can be affected.*

A small US study, surveying 68 police officers (Brief et al, 1981) found moderate support for leader role clarification behaviours being positively associated with subordinate police officer attitudes towards citizens. The evidence is very weak, but analysis of a small subset of the sample found that this relationship is strongest for officers undertaking mundane, routine tasks.

Sarver's survey of Texan police chiefs (Sarver 2008), asked questions on participants' leadership behaviour (using the MLQ), but also on the number of formal and informal complaints they had received as a supervisor from both civilians and fellow officers. Leaders classified as transactional rather than transformational or laissez-faire recorded having received more complaints.

A 2007 study that involved a survey of 2,130 Dutch police officers (holding no supervisory responsibility) sought to find out if a relationship exists between three leadership behaviours and a list of subordinate integrity violations (Huberts et al, 2007.) The participants completed questions on the leadership behaviour of their direct supervisor and on the integrity violations committed within their peer group. The study findings suggest police leaders can discourage integrity violations through displaying exemplary behaviour and by openly discussing values and

dilemmas. They must also be strict to deter many violations such as fraud, corruption and abuse of resources. More specifically, all three leadership behaviours (role modelling, openness and strictness) were found to be negatively related to the integrity violations. Role modelling influenced the frequency of all integrity violation types and had a particularly strong relationship with lack of exemplary behaviour, favouritism within the organisation, sexual harassment, gossiping, bullying and falsely calling in sick. Strictness was relatively strongly related with lack of gossiping, misuse of working hours, falsely calling in sick and carelessness in use of resources. Openness was particularly strongly related to internal favouritism and discriminatory remarks to citizens.

5.5 Personality and emotional intelligence

Summary: *Five of the most recent studies present evidence on the impact of leaders' personality and emotional intelligence on their effectiveness. This corresponds with the growth of interest in this leadership research area since the mid 1990s. Emotional intelligence (in this case defined as "an ability to recognise and manage emotions in oneself and others"⁸²) was found in one study to benefit performance as a leader. Another study found that subordinates valued emotional connections with their leaders and liked them to share their values. Two further studies attempted to measure personality types. One concluded that it made no difference to effectiveness which personality type a leader was classified as – between dominating, influencing, steadfast and conscientious. A second concluded that leaders with a transformational style (deemed, by the authors' to be the most effective style) tend to have more extravert, open and conscientiousness personalities than transactional and laissez-faire style leaders. The value of the research findings for this topic area is particularly limited, due to the shortage of studies, significant weaknesses in their study design and the extremely complex nature of the research area.*

A UK Study – The Scottish Police Service Leadership Study (Hawkins and Dulewicz, 2007) used 360 degree surveys to test links between emotional intelligence and performance as a leader. The study defined emotional intelligence as "an ability to recognise and manage emotions in oneself and others" and used questions on the following topic areas as measures: self awareness; emotional resilience; intuitiveness; interpersonal sensitivity; influencing, motivation and conscientious. A total of 577 surveys were completed for the study (the authors' own "Leadership Dimensions Questionnaire") providing feedback on 120 police leaders of all ranks. The results provided support for a positive relationship between emotional intelligence and performance as a leader. It also provided partial support for "emotional intelligence" explaining more variance in performance as a leader than IQ and management ability.

A small study, drawing on questionnaire evidence from a medium-sized law enforcement agency on the West Coast of America (Yocum, 2007) found evidence to support the notion that high levels of emotional intelligence is generally a valuable trait for leaders (in terms of securing better ratings from subordinates) but with significant caveats. 53 supervisors completed self-assessments on their levels of emotional intelligence, capacity for moral reasoning and their tendency for narcissism. 61 of their subordinates completed surveys on their own supervisors' leadership style and how much they trusted them. Emotional intelligence was measured by ability to "use emotions" and by ability to "manage emotions." Results indicated that narcissistic leaders with a strong ability in terms of "using emotions" were less effective as leaders, and had a less developed sense of moral reasoning than their supervisory peers who were less narcissistic. The combination of high narcissism and elevated skill on the "using emotions" branch of emotional intelligence was also found to produce supervisors who were less trusted by their subordinates. Finally, narcissistic leaders who were found to have a high level of ability

⁸² Gardner, L. and Stough, V. 2002, 'Examining the relationship between leadership and emotional intelligence in organisations', *Leadership and Organisation Development*, Vol. 23, Nos 1-2, p. 68. (quoted in Hawkins and Dulewicz 2007)

in terms of the “managing emotions” branch of emotional intelligence scored higher on ratings of subordinate trust - the authors’ suggested that could lead to amoral leadership.

A 2006 American PhD study (Green, 2006) found no evidence for a relationship between personality and leadership effectiveness. The study involved 161 attendees of the FBI National Academy completing surveys on their personality types and leadership styles. The DISC model was used for measuring personality type (dominating, influencing, steadfast and conscientious) and the situational model of leadership was used (telling, coaching, supporting and delegating). Leadership effectiveness was measured by how participants responded to written scenarios, with the assumption that there are optimum leadership styles for the given situation. According to these rather limited measures, there was no variation between personality type and leader effectiveness.

An auto-ethnographic study (Murphy, 2007) explored the potential impact of inspirational leaders in a large metropolitan American police organisation. Transformational leaders were found to be able to challenge dominant paradigms and police officers could emotionally connect with them. The approach to the research enabled officers to express emotions relating to leadership. The author explained that the police officers participating in the study wanted to have leaders that inspire them and who they feel personally connected and committed to - but the need to appear as detached professionals means this can be concealed from most observers. The author found that his approach to the research enabled participants to be more open about their emotional connections with their leaders. A conclusion was that leaders who demonstrated values consonant with those of followers and “walked the talk” were particularly admired by police officers. The culture of the police force, however, was found to be an important influence on the emergence of transformational leadership – a collectivist culture was best.

Sarver’s survey of Texan police chiefs (Sarver 2007) asked them to complete the MLQ on their own leadership style, as well as questions on their own personality. It was found that leaders with a transformational leadership style, scored higher for extraversion, openness and conscientiousness than those with a transactional style. Leaders with a passive/avoidant style scored lowest for extraversion and highest for neuroticism. This study supported the common finding that transformational leadership is more effective (according to the MLQ measures) than the other two styles.

6. Conclusion

Interest in police leadership research largely developed in North America in the 1970s – in response to the civil rights movement and the social unrest of the previous decade and coinciding with the early development of community policing. Academic theories of leadership had been developing in the previous thirty years and a shift had occurred from trying to identify “traits” that make a great leader, to looking more at behaviours and overall styles that could potentially be learnt and emulated, rather than simply gifted at birth. Police focused leadership research, therefore, emerged within a context of change, where new leadership models and theories were being tested to see whether and how traditional policing could evolve to meet current social needs.

As to be expected, given the context of its origins and in keeping with general trends in leadership theory, the resulting body of research tends to support a less authoritarian style of police leadership than was prevalent three decades ago. Generally, the studies stress the value of typically ‘transformational’ leadership behaviours, but above all, they point to the importance of being able to adapt style to suit context and this includes being able to provide directive, active leadership when required.

The importance of context perhaps helps explain another important finding of this review – the limitations of the evidence base. Whilst there are multiple sources of advice on effective police leadership, only 23 social research studies were found. ‘More of the same’ may not be the best way to expand the evidence base. Many of the existing studies that currently exist have attempted to control or ignore context and have tried to reach conclusions through large sample sizes and carefully constructed, but in some ways restrictive questionnaires. Quasi-experimental longitudinal designs which attempt to draw more causal inferences would be challenging, but potentially helpful. However, it is arguable that this area of study is best researched through a ‘realist’ approach and by building up a bank of more context specific but detailed case studies. Studies that include direct observations and more sensitive qualitative methods, such as repertory grid, are likely to be useful, as well as ethnographic approaches.

Despite the limitations, this review has yielded findings that both challenge the traditional pervasive ‘leader as commander’ style of police leadership, as well as the more recent trend to emphasise the importance of ‘softer’ leadership styles, competencies and behaviours almost to the exclusion of all ‘transactional’ alternatives. It supports the view that policing requires an approach to leadership that differs to other sectors, but as well as being able to ‘command and control’, effective police leaders also need to cultivate participative and supportive styles, competencies and behaviours.

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Appendix 7 (A)	Independent Review of Police Leadership and Training Survey Police Service Consultation Questionnaire
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In light of the significant changes to the policing landscape proposed in the Home Office *Policing in the Twenty-First Century* consultation paper, and the challenges that police forces face in the current fiscal climate, the Home Secretary’s fundamental Review of Police leadership and training during a time of transition presents the opportunity to address some of the more challenging questions that face senior police, police staff and police stakeholders today.

The questions posed below require you to answer in your senior, professional, capacity and you are urged add comments in the same vein. At the end of the document, you will have the opportunity to expand on any of the questions raised in your own, personal experiences and opinion. The intention is to use the responses to guide the reviews research and options analysis.

It is anticipated that this should take no more than half an hour to complete. All replies will be treated as confidential and the anonymity of all participants is guaranteed, **unless you specifically identify yourself in offering support to the review.**

Part 1: Background information

Current Rank	
Level of Qualification upon entering service	
Highest level of qualification now:	

Sex

Please choose one of the following

Female	<input type="checkbox"/>
Male	<input type="checkbox"/>
Prefer not to say	<input type="checkbox"/>

Marital Status

Civil Partnership	<input type="checkbox"/>
Married	<input type="checkbox"/>
Single	<input type="checkbox"/>
Prefer not to say	<input type="checkbox"/>

Ethnicity: Which ethnic group do you most identify with?

White	British	<input type="checkbox"/>
	Irish	<input type="checkbox"/>
	Any other White background	<input type="checkbox"/>
Mixed	Asian and White	<input type="checkbox"/>
	Black African and White	<input type="checkbox"/>
	Black Caribbean and White	<input type="checkbox"/>

	Any other Mixed background	
Asian or Asian British	Bangladeshi	
	Indian	
	Pakistani	
	Any other ethnic background	
Black or Black British	African	
	Caribbean	
	Any other Black background	
Chinese or other ethnic group	Chinese	
	Any other ethnic background	
Prefer not to say		

Religion and Beliefs

Please choose one of the following.

None	
Christianity	
Bahá'i Faith	
Buddhism	
Hinduism	
Islam	
Jainism	
Judaism	
Sikhism	
Zoroastrianism	
Other	
Prefer not to say	

Other (please specify

Sexual Orientation

Please choose one of the following

Bisexual	
Gay / Lesbian	
Heterosexual	
Prefer not to say	

Disability

A Disabled person is defined in the Disability Discrimination Act as someone with a physical or mental impairment that has a substantial and long-term impact on their ability to carry out day to day activities. This includes progressive and long term conditions from the point of diagnosis such as HIV, Multiple Sclerosis or cancer.

Having read this do you consider yourself to be covered by the definition?

Yes	
No	
Prefer not to say	

If you answered yes, can you please indicate below the day to day activities affected by your disability. (Tick as many as applicable)

Vision	
Hearing	
Speech	
Progressive condition	
Mobility	
Manual Dexterity	
Physical coordination	
Ability to learn or understand, or memorise	

Ability to lift, carry or move everyday objects	
Other	

If you wish or selected other, please state your disability here

Part 2: Questions

1. A recent survey by the National Policing Improvement Agency (NPIA) which examined retention rates in the police service found that the greatest number of police resignations occurred at police constable level between 6months to two years of service. The same study concluded that one method by which the police service could increase retention for police officers, particularly amongst women and BME officer's was to increase flexible working practices. Other professions, such as nursing allow re-entry upon completion of Return to Practice (RTP) qualifications.

1A In your opinion, could a policing career be a flexible and permeable concept, allowing set career breaks, or re-entry at equivalent rank?

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

1B We are interested in your views and experience of flexibility in your career. Please indicate whether you have had the following experiences and if not, if you would (have) like(d) to.:

A career break

1yes maybe	2 yes have had opportunity/ would like to	3 Unsure	4No I have not	5 No, not interested
------------	---	----------	----------------	----------------------

Return to full time study

1yes maybe	2 yes have had opportunity/ would like to	3 Unsure	4No I have not	5 No, not interested
------------	---	----------	----------------	----------------------

Secondment to another force

1yes maybe	2 yes have had opportunity/ would like to	3 Unsure	4No I have not	5 No, not interested
------------	---	----------	----------------	----------------------

Secondment (or working) in the public sector

1yes maybe	2 yes have had opportunity/ would like to	3 Unsure	4No I have not	5 No, not interested
------------	---	----------	----------------	----------------------

Secondment (or working) in the private sector

1yes maybe	2 yes have had opportunity/ would like to	3 Unsure	4No I have not	5 No, not interested
------------	---	----------	----------------	----------------------

Other: Please specify

Comment

2. The 'policing in the 21st Century consultation paper' places great onus on the requirement for professionalism in the police force, and calls for forces to understand and implement greater value for money in its activities. This reflects a shift in skills required for so that police leaders have managerial as well as operational skills sets. The next few questions will ask you about how the police force develops non operational skills and where the responsibility and costs for delivering these should lie.

2A In your opinion, is the police service effective at developing the following, non operational skills in a timely fashion (by timely we mean have officers have the skills to meet the demands of their current role and the potential to meet the demands of the next rank)

Strategic Leadership

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

Critical thinking

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

People management

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

Change management

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

Legal awareness

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

Cost effectiveness, Value for Money and finance

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

ICT use and implementation

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

Comment: Where you have identified weaknesses in key areas have you any recommended to the review as to how they should be addressed?

2B Please rank the following skills 1 (most important) to 7 (least important) in order of importance to police career development up to, and including, the rank of Chief Superintendent

Strategic Leadership	
Critical thinking	
People management	
Change management	
Legal awareness	
Cost effectiveness, Value for Money and finance	
ICT use and implementation	

2C Please rank these skills 1 (most important) to 7 (least important) in order of importance to the development and skills of senior police officers

Strategic Leadership	
Critical thinking	
People management	
Change management	
Legal awareness	
Cost effectiveness, Value for Money and finance	
ICT use and implementation	

2D In your opinion, how should responsibility for development of these non operational skills be divided:

The responsibility should lie with formal police training

1.Strongly Agree	2.Agree	3. No opinion	4Disagree	5 Strongly disagree
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The responsibility should lie with formal in career development

1.Strongly Agree	2.Agree	3. No opinion	4Disagree	5 Strongly disagree
------------------	---------	---------------	-----------	---------------------

The responsibility should lie with the individual

1.Strongly Agree	2.Agree	3. No opinion	4Disagree	5 Strongly disagree
------------------	---------	---------------	-----------	---------------------

2E In your opinion, where should the responsibility for the costs of the the development of these skills

With the police force

1.0% of cost	2.25% of cost	3. 50% of cost	4.75% of cost	5 100% of cost
--------------	---------------	----------------	---------------	----------------

At national level

1.0% of cost	2.25% of cost	3. 50% of cost	4.75% of cost	5 100% of cost
--------------	---------------	----------------	---------------	----------------

With the individual

1.0% of cost	2.25% of cost	3. 50% of cost	4.75% of cost	5 100% of cost
--------------	---------------	----------------	---------------	----------------

Comment

3. There is, nationally, no formal level of qualification required to join the police service. However some police forces have pre-entry requirements for example successful completion of a university diploma. Policy groups such as the Institute for Public Policy Research (IPPR) have recommended degree level entry to the police (2008). The next few questions therefore ask about qualification standards.

3A In your opinion, should all police recruits be educated to a minimum universal standard?

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

3B In your opinion, what should be the minimum level of entry requirement to join the police service? Please rank 1 (most important) to 7 (least important) in order of importance)

Vocational qualification or work experience	
No formal qualifications required	
GCSE standard or equivalent	
A'level standard or equivalent	
Diploma standard or equivalent	
Degree standard or equivalent	

3C In your opinion, could different levels of qualification be used to allow entry into the force at a level ABOVE that of constable?

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

Comment

4. Assessment for the Senior Police National Assessment Centre (PNAC) determines whether candidates at Superintendent and Chief Superintendent Level are 'ready now' to operate at senior chief officer level. Successful completion of this assessment leads the candidates to progress to Strategic Command Course (SCC). the following questions will ask for your opinion of talent management across the ranks, and then, more specifically about PNAC and SCC.

4A In your opinion, is the police service effective at identifying and promoting talented staff:

At 1st line level (Constable to Sergeants)

1. Strongly Agree	2.Agree	3. No Opinion	4.Not Effective	5 Strongly Disagree
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At mid level (Inspector to Superintendent)

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

At Senior level (Chief Superintendent and above)

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

4B In your opinion, is the police service effective in its *overall* approach to talent management?

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

4C In terms of responsibility for identifying and managing talent:

1st line talent management should be coordinated at local level

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

1st line management should be coordinated at national level

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

Mid level management should be coordinated at local level

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

Mid level management should be coordinated at national level

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

Senior talent management should be coordinated at local level

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

Senior talent management should be coordinated at national level

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

4D In your opinion, is Superintendent and Chief Superintendent the appropriate ranks for selection to PNAC?

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

4E In your opinion, should successful completion of PNAC remain the requirement for entry to SCC?

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

4F In your opinion, are PNAC and SCC the best means of identifying and promoting police officers to the senior ranks?

1.Strongly Agree	2.Agree	3. No opinion	4.Disagree	5 Strongly Disagree.
------------------	---------	---------------	------------	----------------------

4H Where should the cost for talent management sit:

For 1st line talent management:

With the police force

1.0% of cost	2.25% of cost	3. 50% of cost	4.75% of cost	5 100% of cost
--------------	---------------	----------------	---------------	----------------

At national level

1.0% of cost	2.25% of cost	3. 50% of cost	4.75% of cost	5 100% of cost
--------------	---------------	----------------	---------------	----------------

For Mid level talent management:

With the police force

1.0% of cost	2.25% of cost	3. 50% of cost	4.75% of cost	5 100% of cost
--------------	---------------	----------------	---------------	----------------

At national level

1.0% of cost	2.25% of cost	3. 50% of cost	4.75% of cost	5 100% of cost
--------------	---------------	----------------	---------------	----------------

For Senior talent management:

1.0% of cost	2.25% of cost	3. 50% of cost	4.75% of cost	5 100% of cost
--------------	---------------	----------------	---------------	----------------

With the police force

1.0% of cost	2.25% of cost	3. 50% of cost	4.75% of cost	5 100% of cost
--------------	---------------	----------------	---------------	----------------

At national level

1.0% of cost	2.25% of cost	3. 50% of cost	4.75% of cost	5 100% of cost
--------------	---------------	----------------	---------------	----------------

Comment

Many thanks for taking the time to complete this survey and for recording your own professional opinions . Below are three broad questions about leadership which you may wish to consider and respond to. You are welcome to also add any further thoughts about police leadership and training.

- **In your own personal opinion, what does the police service excel at in developing leadership?**
- **In your own personal opinion, what is the police service worst at in developing leadership?**

- What, in your personal opinion, would be the single biggest change you would make to leadership development and training on the police career path?

Further comments

Appendix Seven (B)	Independent Review of Police Leadership and Training Survey Police Service Consultation Summary of Results
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Introduction

As part of the Review of Police Leadership and Training, a survey was developed and distributed as widely as possible within the police service, given time and resource constraints.

The following bodies distributed a link to an eSurvey amongst their membership:

- Association of Chief Police Officers (ACPO)
- Police Superintendents Association for England and Wales
- Police Federation

The eSurvey was also made accessible on the POLKA website ('police online knowledge area') – which is accessible to all members of the police service and it was circulated around the Police Leadership and Development network.

This paper provides a data summary of responses to the consultation. There were 644 responses (636 electronic and eight paper based) with a number of respondents not answering all of the questions posed.

The paper is merely an aggregated summary of survey responses, produced by the Equality Diversity and Human Rights team at the National Policing Improvement Agency. The data provided should be treated as an indicator of opinion only

The consultation exercise was not intended to produce a representative sample and the distribution of the survey had the potential to introduce bias into the sample – therefore, the findings can not be generalised for the police service as a whole.

The table below summarises the distribution of respondents by rank and job type, compared to the national data for England and Wales on police service composition (as at 31st March 2010 – the latest available data.).

	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		

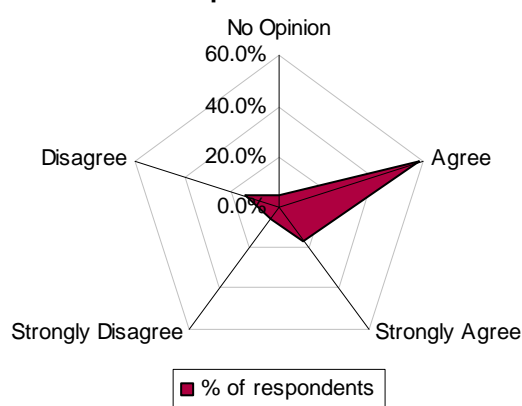
The 51 ACPO ranked respondents are made up of 25 Assistant Chief Constables, 1 Acting Assistant Chief Constables, 4 Deputy Chief Constables, 2 Temporary Deputy Chief Constables, 9 Chief Constables, 1 Acting Chief Constable, 2 Deputy Assistant Commissioners, 5 Commanders and 3 Temporary Commanders.

1. In your opinion, could a policing career be a flexible and permeable concept, allowing set career breaks, or re-entry at equivalent rank?

There were 561 responses to this question with three quarters (75%) indicating agreement with the question/statement.

	Number	% of Total
Strongly Agree	94	16.8%
Agree	328	58.5%
No opinion	26	4.6%
Disagree	81	14.4%
Strongly Disagree	32	5.7%
Total	561	

A policing career could be a flexible and permeable concept, allowing set career breaks, or re-entry at equivalent rank?



2. We are interested in your views and experience of flexibility in your career – open comments

There were 212 responses to this question.

- 78 of the 212 respondents to this question indicated that they felt career flexibility was beneficial and/or should be promoted more.
- Many indicated that the policy of granting secondments or other flexible opportunities should be balanced appropriately with either clear outcomes that benefit the force or some level of competency testing on a return to operational duties.

A number of respondents felt that restrictions regarding pensions ‘locked’ them into careers and in many cases, did not allow for career.

Supporting Statements.

“Career flexibility is vital, especially in ensuring retention of female officers who have children. Without such flexibility they would undoubtedly return in fewer numbers and their requisite skills would be lost entirely. The hazard arises when re-entry exposes the skills fade they have had and consequently effectiveness is less than optimal”

“I believe that by encouraging attachments to other sectors (especially the private sector), we can broaden the experiences of our future leaders and better equip them to deal with complex problems in the future.”

“I think there could be greater flexibility, particularly to rejoin, at middle management ranks, although there is a negative stigma attached to those who do which undoubtedly impacts on their career progression.”

“Providing that excellent support mechanisms exist to allow a seconded colleague to maintain awareness and understanding of what is happening back in force, there is no reason why a career break cannot be achieved with a successful return to force. The force can particularly benefit with the new skills/expertise that have been gained during the break of service.”

“Flexible working and a creative approach not only allows development of individuals but also workforce movement that supports being able to realise savings required from all forces. It needs to be well organised with clear succession planning so that there is sufficient resilience and continuity of service.”

- 32 respondents indicated that they had had a negative experience with either applying for, returning from or managing someone who had been utilising some form of flexible working arrangement.
- In some cases people were not given the opportunities when they applied and in others they felt unsupported during breaks or secondments. Family and maternity issues were mentioned in that there was not enough support for families.

Supporting Statements.

“I had asked my senior management team if I could take a career break but I was told “No” as they would not be able to replace me on the divisional strength.”

“Career flexibility becomes almost impossible once the rank of Chief Inspector is achieved, due to the demands placed on individuals.”

“Whilst I appreciate I am able to request a change in working hours (and sometimes consider it due child care), any drastic changes would realistically mean changing roles which I would not want to do.”

“Although there are options available for flexibility they are hard to implement, even flexible working can be a struggle, career breaks are very, very hard to get unless it is to do with child care.”

“Have worked between 40 hours and 16 hours during career and taken career break. Felt completely abandoned (no contact) and on returning to work had no support what so ever”

- Many of the negative feelings were borne from the fear of or experience of repercussions following a period of absence. 15.1% (32) of the 212 respondents to this question indicated that these issues would discourage them from utilising career flexibility. The reasons included being less effective (de-skilled) upon return, role changes on return and impact on pension.

Supporting Statements.

“I am reluctant to leave for fear that my post would be back-filled in my absence and I would be moved elsewhere upon my return.”

“Even Officers returning to work after a short break can feel de-skilled and isolated.”

“The current pension system does not encourage flexibility. Officers become 'trapped' in the pension system.”

“Career flexibility is hampered by inflexible terms of employment and pension arrangements.”

“I would also welcome the opportunity to have a career break. I fear that to do either would hinder my promotion prospects however.”

- 11 respondents felt there should be less flexibility. Some of the respondents felt that operational aspects of the career should determine flexibility as opposed to personal circumstances.

Supporting Statements.

“The patterns of crime and disorder for the geographical area we police should be the key factor in determining the hours we work; not our personal lives.”

“Career flexibility is important, but the service to the public must come first. Do not agree that a policing career should be foremost about the individual, we are public servants.”

“Officers should concentrate on doing basic police work which is what they are paid for.”

“I can see no benefit in seeking views of public/private sector. The sooner we get away from this 'corporate' approach and back to being a Police Force the better.”

“If you want to be in the job then be in it, immerse yourself, work hard. If you don't then get a job elsewhere!”

3. In your opinion, is the police service effective at developing the following, non operational skills in a timely fashion? (by timely we mean do officers have the skills to meet the demands of their current role and the potential to meet the demands of the next rank)

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Response Total
Strategic Leadership	4% (22)	42% (209)	11% (55)	38% (192)	5% (23)	501
Critical Thinking	4% (20)	40% (198)	12% (62)	38% (188)	7% (33)	501
People Management	3% (16)	33% (167)	6% (32)	46% (229)	11% (57)	501
Change Management	2% (12)	24% (122)	12% (61)	50% (252)	11% (54)	501
Legal Awareness	7% (34)	46% (230)	13% (64)	29% (144)	6% (29)	501
Cost Effectiveness, Value For Money & Finance	2% (8)	22% (110)	12% (60)	52% (261)	13% (62)	501
ICT Use & Implementation	1% (7)	25% (124)	14% (69)	50% (250)	10% (51)	501

There were 501 responses to this question.

- There were mixed views regarding how effective the police service is at developing strategic leadership and critical thinking skills.
- More respondents agreed that the police service effectively develops legal awareness skills.
- Respondents generally felt that the police service does not effectively develop people management, change management, cost effectiveness and ICT use & implementation skills.

4. Please rank the following skills 1 (most important) to 7 (least important) in order of importance to police career development up to, and including, the rank of Chief Superintendent.

	1	2	3	4	5	6	7	Response Total	Response Average
Strategic Leadership	35% (176)	24% (121)	18% (88)	9% (44)	8% (39)	4% (20)	3% (13)	501	2.5
Critical Thinking	24% (121)	26% (131)	19% (97)	12% (59)	10% (50)	6% (29)	2% (11)	498	2.8
People Management	53% (263)	27% (134)	9% (47)	5% (27)	2% (8)	2% (10)	2% (11)	500	1.9
Change Management	16% (79)	22% (109)	20% (99)	20% (101)	10% (48)	7% (37)	5% (24)	497	3.3
Legal Awareness	10% (50)	17% (85)	16% (80)	13% (63)	12% (58)	22% (108)	10% (50)	494	4
Cost Effectiveness, VFM & Finance	10% (52)	16% (81)	19% (95)	16% (80)	21% (105)	12% (60)	5% (25)	498	3.8
ICT Use & Implementation	5% (26)	10% (51)	11% (54)	11% (53)	10% (48)	13% (66)	40% (201)	499	5.1

The response average figure can be used to gauge which skills respondents felt were most important to police career development in ranks up to and including Chief Superintendent. The lower the average score the more important it is deemed.

The data indicate that people management skills were deemed the most important to develop, followed by strategic leadership, critical thinking, change management, cost effectiveness, legal awareness and least importantly ICT use & implementation skills.

5. In your opinion, how should responsibility for development of these non operational skills be divided?

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree	Response Total
Responsibility should lie with formal police training	23% (116)	59% (295)	5% (24)	12% (59)	1% (7)	501
Responsibility should lie with formal in-career development	34% (168)	58% (291)	5% (23)	3% (16)	1% (3)	501
Responsibility should lie with the individual	18% (88)	54% (272)	6% (28)	18% (90)	5% (23)	501

There were 501 responses to this question. Most respondents felt that the responsibility for development of the non operational skills should jointly sit within formal police training, formal in-career development and the individual with the strongest weighted towards formal in-career development.

6. In your opinion, where should responsibility for the costs of the development of these skills lie?

	0% of the cost	25% of the cost	50% of the cost	75% of the cost	100% of the cost	Response Total
With the Police Force	6% (32)	17% (84)	44% (222)	16% (80)	17% (83)	501
At National Level	10% (52)	23% (117)	40% (200)	11% (56)	15% (76)	501
With the Individual	65% (324)	28% (142)	6% (31)	0% (2)	0% (2)	501

There were 501 responses to this question. Two thirds of the respondents felt that none of the costs should be covered by the individual with a further 28% suggesting that 25% of the cost should be covered by the individual.

7. Any additional comments with regards to skills development.

There were 129 responses to this question.

- A large proportion of respondents (around 40%) felt that responsibility for skills development should be shared between the individual, the force and nationally with an emphasis on the individual sourcing the development opportunities and an expectation for them using their personal time.
- Most of these respondents also felt that the financial costs for development should also be shared, in some cases dependent on the type of development.
- In many of these cases, respondents suggested applying conditions. For example repaying training costs if the person leaves within six months.

Supporting Statements.

“Although I believe that individuals should have responsibility of self development and learning, and should use their own time, the bulk of the financial cost should be with the employer.”

“I do believe that the onus for seeking developmental opportunities should be with the individual however, I do not believe that this individual should pay for the opportunities.”

“If these qualifications can be used outside the force then the individual should assist with the cost themselves, if they really want it then they will find part of the funding and time.”

“Broadly speaking there is value in the individual contributing to the cost of their own development but this would depend on the area of development. If it is essential for role (a requirement) then the cost should be borne by the organisation.”

“If a general recognised qualification is involved the individual should contribute or be expected to repay funds if they leave the employment within 2 years.”

- Seven respondents highlighted the potential equality issue that making individuals pay for development may mean that some are not able to develop due to lack of funds. The implications around balancing study time and family commitments also came up.

Supporting Statements.

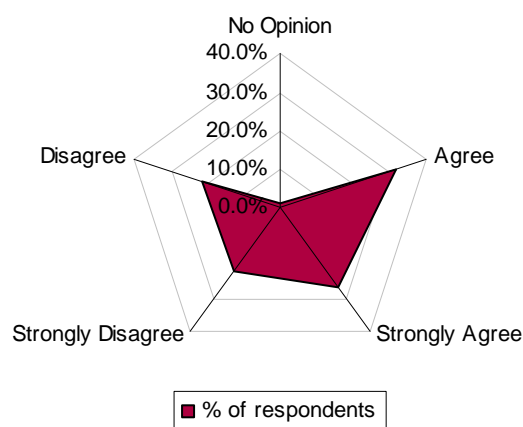
“Whilst I don't personally mind contributing to non operational development, I do think that if a charge did need to be paid by the individual then those with tighter finances are disadvantaged from their colleagues. This then leads to those who are financially well off having greater opportunity which is contrary to principles of equality and diversity.”

“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.”

8. In your opinion, should all police recruits be educated to a minimum universal standard

In your opinion, should all police recruits be educated to a minimum universal standard?

	Number	% of Total
Strongly Agree	127	25.8%
Agree	155	31.5%
No opinion	5	1.0%
Disagree	105	21.3%
Strongly Disagree	100	20.3%
Total	492	



Opinion regarding this question was split but leant towards a feeling that Police recruits should be educated to a minimum universal standard. 57.3% of respondents agreed with the statement and 41.7% disagreed.

9. In your opinion, what should be the minimum level of entry requirement to join the police service

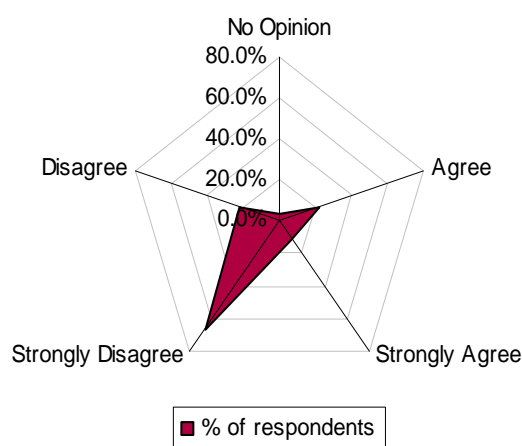
	1 - Most important	2	3	4	5	6 - Least important	Response Total
Vocational experience or qualification	22% (110)	38% (187)	17% (84)	7% (36)	9% (45)	6% (28)	490
No formal qualifications required	12% (57)	8% (38)	12% (57)	7% (32)	6% (28)	57% (277)	489
GCSE standard or equivalent	40% (196)	21% (104)	18% (86)	8% (39)	9% (42)	4% (22)	489
A'level standard or equivalent	15% (78)	20% (99)	27% (131)	21% (104)	6% (29)	10% (50)	491
Diploma standard or equivalent	5% (25)	10% (51)	19% (95)	23% (113)	26% (125)	16% (80)	489
Degree standard or equivalent	5% (24)	6% (28)	13% (64)	13% (62)	25% (123)	38% (188)	489

The most popular minimum level entry requirements were vocational experience or qualifications and GCSE standard or equivalent. Over half of the respondents felt that these were the most important levels. Higher proportions of respondents felt less positively about no formal qualifications and diploma or degree standards as minimum entry level qualifications. This means that the majority of respondents feel there should be some form of entry level requirement for the Police Service aimed between GCSE and 'A' Level qualifications or taking the form of vocational experience or qualifications.

10. In your opinion, could different levels of qualification be used to allow entry into the force at a level ABOVE that of constable?

Different levels of qualification could be used to allow entry into the force at a level ABOVE that of constable

	Number	% of Total
Strongly Agree	46	9.3
Agree	86	17.5
No Opinion	11	2.3
Disagree	87	17.7
Strongly Disagree	262	53.2
Total	492	



492 respondents answered this question with the significant majority (87.9%) disagreeing with the notion of allowing entry into the force at a level above constable, based on levels of academic qualification.

11. Any additional comments with regards to qualification standards.

There were 250 responses to this question.

- Just over 100 Respondents (40%) stated that direct entry would not be an effective process of recruitment into the Police Service. The issues included a lack of basic policing knowledge and experience and a loss of credibility with colleagues.
- Most of these respondents also felt that experience gained as a constable was invaluable in becoming a strong leader within the Police Service.
- A number of this group did however feel that talented officers could potentially be “fast-tracked” once their probation was over if they displayed an aptitude for leadership.

Supporting Statements.

“I feel that it is essential for management to have grounding in the role of Constable before they supervise them. I think if people with no experience of this came in at higher ranks there would be widespread resentment and they would have little practical knowledge of the role.”

“The most senior officers still have operational responsibilities so it is therefore important that they work their way through the ranks. However, an argument against direct entry at higher

ranks is an argument in favour of a fast-track scheme for those identified as having the most potential.”

“As someone with two degrees, both of which I have gained through distance learning during my time as a police officer, I would be resentful at having spent the last 15 years gaining the rank of superintendent only to find a direct entry level officer as my senior officer. This is a strong personal opinion, but one I believe should be taken into account in today’s climate where the benchmark seems to be very much towards obtaining an academic qualification as the be all and end all.”

“I do not feel that entry should be permitted to the Police at a level above constable. An alternative may be to recruit graduates on to a scheme similar to HPDS with a fast track career plan but I believe it is essential that leaders of the Police have at least spent some time at operational front line level.”

“I joined the Service at 38, and would be right on the demographic for direct entry as an Inspector were this available. Had I done so I would have missed the crucial formative experiences of being a response Constable and then a DC. Policing is different to any other vocation, and it would irreparably damage the Service if the requirement for "ground floor entry" were to be dispensed with.”

“I think that entry to the service should be restricted to constable, mainly due to the peculiarities of the job and the necessity to understand what is required of operational policing. It would be a huge risk for an officer at Superintendent to silver a firearms job without any operational experience at the different ranks.”

“Both anecdotal and empirical evidence suggests that the 2 years probationary period is vital in both gaining an awareness of the complexities of the service and ensuring that service delivery and public perceptions / confidence are maintained.”

“I support the position in the Winsor review submission of ACPO regarding the critical learning whilst serving as a constable for future leaders. We need more credible more speedy HPDS to bring in high talent recruits on a fast-track”

- 90 respondents (just over a third) felt that academic qualification was not an appropriate indicator of a person’s ability to be an effective police officer or leader and that life experiences and other less academic skills such as common sense and a “good moral compass” were more useful.
- A number of this group did however feel that formal qualifications may be taken into consideration at promotion into higher ranks.
- Some of these respondents felt that although a person’s level of education should not be used as a filter, a basic level of written and verbal English communication should be expected.

Supporting Statements.

“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.”

“Although educational attainment is increasing my view is that lack of formal educational qualification could exclude some excellent candidates. I remain in favour of entrance tests for basic literacy and mathematics.”

“The police service is a diverse organisation and as such needs a range of skills and experience within it. It is one of the last meritocracies and this is a major organisational strength. Speaking as an officer with four degrees I do not feel that they have made a significant difference to my ability to perform a policing role.”

“We should question the validity of university degrees - one of our degree entries obtained his in "Horticulture" - is this of any relevance to the police service? I do not believe that anybody should be a police officer without first serving their time as a constable.”

“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.”

“Police officers have to possess the ability to communicate in both verbal and written form. However, if they do not have any formal qualifications, this ability could easily be tested via an initial recruitment test. A lack of formal qualifications does not mean that the individual would not make a competent police officer.”

“Like much of society, we are obsessed with qualifications and in particular, a degree. I see limited correlation between a degree and common sense/communication skills/ability. I see recruits whose command of written English is woeful. Entry standards need to be reviewed and raised.”

“A robust entrance examination would ensure the correct level of literacy and numeracy”
A number of respondents (10) raised concerns about how a minimum level of qualification may disadvantage or discourage people from minority groups from joining the service which leading to a service that does not represent the diverse community it serves.

“Our best strength lies in the diversity of our recruits and that includes educational qualifications”

“The requirement of a University Diploma discriminates on the grounds of age, we will lose elder recruits as many may have families and homes and will not be able financially to attend university.”

“Implementation of any formal qualifications as a pre-entry criteria as a constable will simply socially engineer the make up of the Police Service and disadvantage applicants from BME and poorer backgrounds. Widely available research shows that those from poorer and BME backgrounds are less likely to have any formal qualifications. The recent announcement by the Government to increase tuition fees will only make the differential greater...”

“...The same issues apply to prescribing formal qualifications on direct entrants at the other ranks and compound the problems the service currently faces about greater diversity and representation in the higher ranks.”

“Limiting entry to those with higher formal qualifications than is now common would discriminate against potential candidates that have not had the life opportunities to attain those qualifications. If we are to reflect the communities we should do so to include educational attainment with basic minimum standards.”

“Qualifications can give an indication of capability, but many people still do not have the same opportunities to achieve qualifications, which would be a fairness issue if qualifications were seen as essential. However, if we could ensure fair access to a police specific qualification that people can complete before joining then that would be a good way forward.”

“Unfortunately the service seems to be suffering from a degree of academic snobbery that does nothing to respect diversity and in no way ensures we get the best skills in our officers.”

“By raising educational standards risks only recruiting middle class people - who can cater for the burgeoning middle classes effectively - but lose the battle on the streets and see a further decline in offences brought to justice.”

12. In your opinion, how effective do you think the police service is at identifying and promoting talented staff?

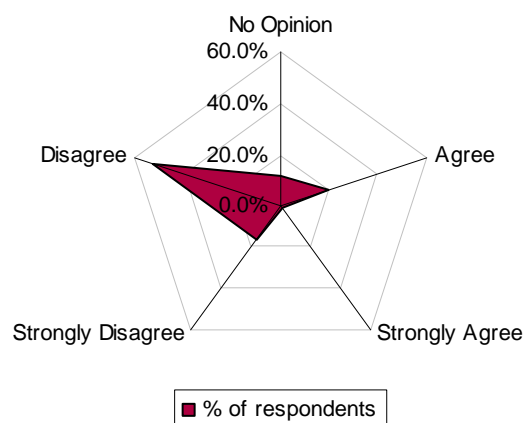
	Very Effective	Effective	No Opinion	Ineffective	Very Ineffective	Response Total
At 1st line level (Constable to Sergeant)	4% (18)	37% (181)	7% (34)	39% (190)	13% (63)	486
At mid level (Inspector to Superintendent)	2% (11)	33% (158)	20% (95)	37% (181)	8% (41)	486
At senior level (Chief Superintendent and above)	5% (23)	35% (171)	26% (124)	27% (131)	8% (37)	486

- There were 486 responses to this question with around 35-45% of respondents indicating that they felt the police service is effective at identifying and promoting talented staff within all of the rank groups.
- Over half of the respondents felt that the police service was ineffective at identifying and promoting talented staff at Constable and Sergeant ranks. This was also the opinion (although to a slightly lesser extent) for those ranked between Inspector and Superintendent.

13. In your opinion, is the police service effective in its overall approach to talent management?

	Number	% of Total
Strongly Agree	5	1.0%
Agree	93	19.1%
No opinion	57	11.7%
Disagree	252	51.9%
Strongly Disagree	79	16.3%
Total	486	

In your opinion, is the police service effective in its overall approach to talent management?



486 respondents answered this question with over two thirds (68.1%) disagreeing that the police service’s overall approach to talent management is effective.

14. In terms of responsibility for identifying and managing talent...

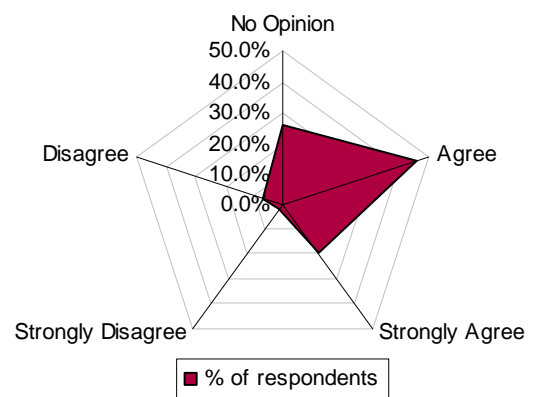
	Coordinated at Local Level	Coordinated at National Level	Response Total
1st line talent management should be:	93% (454)	7% (32)	486
Mid level talent management should be:	77% (373)	23% (112)	485
Senior level talent management should be:	20% (98)	80% (386)	484

A large proportion of the respondents felt that 1st line talent management (93%) and mid level talent management (77%) should be co-ordinated at the local level. In converse most respondents (80%) felt that senior level talent management should be co-ordinated nationally.

15. In your opinion, are Superintendent and Chief Superintendent the appropriate ranks for selection to PNAC (senior Police National Assessment Centre)?

In your opinion, are Superintendent and Chief Superintendent the appropriate ranks for selection to PNAC?

	Number	% of Total
Strongly Agree	96	19.8%
Agree	222	45.7%
No opinion	125	25.7%
Disagree	32	6.6%
Strongly Disagree	11	2.3%
Total	486	

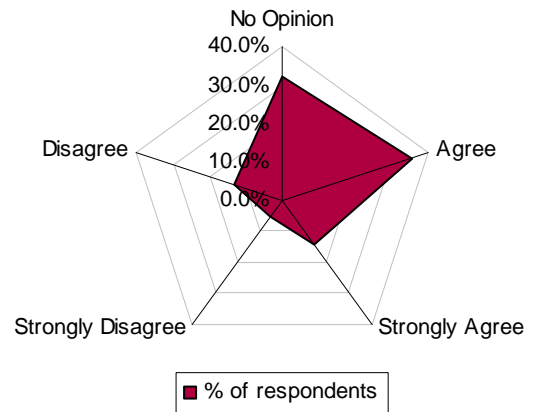


- Around two thirds (65.4%) of respondents agreed that Superintendent and Chief Superintendent were the appropriate ranks for selection to PNAC.
- A notable proportion of respondents (25.7%) had no opinion – it is not clear why respondents selected this option, but for some, it may be because it was not relevant to them or because the meaning of the question was not clear to them.

15. In your opinion, should successful completion of PNAC remain the requirement for entry to SCC (the Strategic Command Course)?

In your opinion, should successful completion of PNAC remain the requirement for entry to SCC?

	Number	% of Total
Strongly Agree	69	14.2%
Agree	172	35.4%
No opinion	157	32.3%
Disagree	63	13.0%
Strongly Disagree	25	5.1%
Total	486	

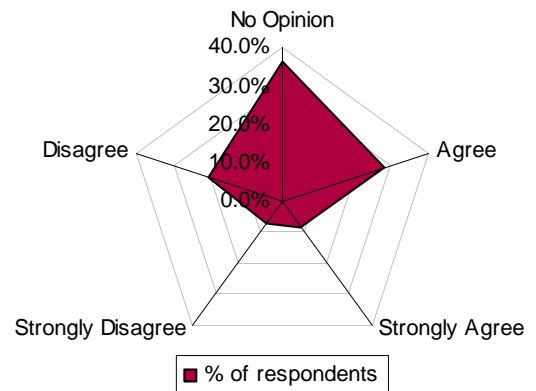


- 50% of respondents felt that successful completion of PNAC should remain the entry requirement for SCC.
- Almost a third of respondents had no opinion either way. – it is not clear why respondents selected this option, but for some, it may be because it was not relevant to them or because the meaning of the question was not clear to them.

16. In your opinion, are PNAC and SCC the best means of identifying and promoting police officers to the senior ranks?

	Number	% of Total
Strongly Agree	40	8.2%
Agree	137	28.2%
No opinion	176	36.2%
Disagree	99	20.4%
Strongly Disagree	34	7.0%
Total	486	

In your opinion, are PNAC and SCC the best means of identifying and promoting police officers to the senior ranks?



- The response to this question was mixed with 36.4% agreeing that PNAC and SCC are the best means of identifying and promoting police officers to the senior ranks and 27.4% disagreeing.
- 36.2% of respondents indicated they had no opinion either way.

16. Where should the cost of talent management sit for 1st line talent management?

	0% of the cost	25% of the cost	50% of the cost	75% of the cost	100% of the cost	Response Total
With the police force	4% (18)	5% (22)	18% (86)	20% (97)	54% (263)	486
At national level	50% (247)	20% (95)	18% (88)	5% (22)	7% (34)	486

- Most respondents (over 90%) felt that at 50% or more of the cost of 1st line talent management should sit with the police force.
- Half of respondents felt that none of the cost should sit at national level.

17. Where should the cost for talent management sit for mid level talent management?

	0% of the cost	25% of the cost	50% of the cost	75% of the cost	100% of the cost	Response Total
With the police force	5% (23)	5% (25)	35% (167)	22% (105)	34% (166)	486
At national level	31% (153)	21% (100)	35% (168)	5% (25)	8% (40)	486

- As with 1st line talent management most respondents (90%) felt that at least 50% of mid level talent management cost should be covered by the police force.
- 31% felt that none of the cost should sit nationally while 55% felt that up to half of the cost should be covered at this level.

18. Where should the cost for talent management sit for senior talent management

	0% of the cost	25% of the cost	50% of the cost	75% of the cost	100% of the cost	Response Total
With the police force	26% (125)	26% (125)	29% (142)	8% (40)	11% (54)	486
At national level	9% (41)	7% (36)	28% (139)	26% (124)	30% (146)	486

- 84% of respondents felt that at least half the cost of senior talent management should sit at national level.

19. Any additional comments with regards to talent management

There were 135 free text responses to this question. Some of the emerging themes are listed below.

- 24 respondents (almost a fifth) felt that the 1st line talent management and promotion systems were flawed in some respect with many suggesting that the OSPRE system was an ineffective tool for promoting officers. Common reasons for this ranged from limited realism at the Part II exams, the lack of a filter which stops officers being able to go through the process who may not be ready for promotion and that an examination process simply benefits those who are able to pass exams which may not identify better potential leaders.
- Some of these respondents felt that a work based assessment process would be a better way to identify future leaders at an early stage.

Supporting Statements.

“The test of legal knowledge and half day assessment centre repeatedly produces sergeants who cannot manage people. I am looking forward to the implementation of the NPPF which I think will produce better managers.”

“Part 2 of OSPRE is a terrible way to test motivated recruits. Apart from a legal exam, more emphasis should be placed on work based talent spotting and mentoring.”

“Managers are frightened to say no even at level 1 OSPRE”

“The OSPRE promotion process tests only the ability to learn facts or a process and whilst completely objective does not test the ability to lead of those deemed fit for promotion.”

“I have seen youngsters leave university, complete their probationary period, pass the sergeants exam and struggle, as they have no police experience, no life experience, no people experience, they are just good at exams.”

“...the police have made a rod for their own back by anyone who fancies it being able to apply for OSPRE exams, pass them and then chase promotion when actually they are not suitable for promotion at all...”

“Low level promotion is largely based on intelligence tests and ignores common sense.”

“TOBAR should be used more widely to enable officers to be tested in real situations and their success to be determined by their abilities”

Whilst some respondents felt that PNAC and SCC were good tools for senior level talent management a notable proportion (15%) felt that it required reviewing or that some aspects was not appropriate. These include the potential quality of the candidates it produces, the entry level being changed to ranks below Chief Superintendent, poor value for money and potential nepotism which may lead to a lack of diversity within the candidate groups.

Supporting Statements.

“It is unclear what additional evidence PNAC provides. It is of obvious concern that PNAC currently accepts 60 students per intake with little consideration of how to manage those successful candidates who it is likely will not secure ACPO appointment.”

“There needs to be a robust process of selection that does not rely upon Chief Officer recommendations and nepotism”

“The very high cost of the preparation for all involved and the running of PNAC is too great.”

“The SCC is not necessary to perform well as an ACPO officer”

“Given that the outcome for many successful PNAC/SCC attendees is that they still don't have an ACC's job at the end of it, I wonder whether we should focus more on the development opportunity and less on the assessment hurdle.”

“The cost of preparing large applications, coaching for the process, assessing the process is significant and represents terrible value for money. If these are the best candidates then surely there can be a clearer, less bureaucratic and (importantly) less costly process.”

“Patronage and nepotism seem to be the determining factors rather than talent.”

“I am not convinced that PNAC and the SCC are the only ways to identify senior managers and they do tend to deliver candidates of a very similar type. Diversity in its widest sense seems to be removed by the process.”

“PNAC is no longer relevant and has been shown to be a poor predictor of performance at Senior Command level. With the right coaching people can be trained to pass.”

“SCC is particularly unfriendly in terms of diversity and not surprisingly we see few women attendees.”

“We now have a cadre of ACPO officers who effectively follow a "painting by numbers" approach and have limited ability to innovate or think beyond the textbook.”

18 respondents (13%) felt that there are diversity or fairness and equality issues regarding talent management within the service.

As mentioned above some felt that there was a level of nepotism or favouritism apparent when being selected for development or promotion, especially at middle and senior levels.

A number of these respondents felt that senior officers like to promote other officers in their own image.

Supporting Statements.

“I increasingly see people selected in the image of those already in leadership. The service at a senior level is getting less diverse not more. I also see that minority groups seem to be judged against a higher standard/expectation than some of their white male colleagues.”

“Favouritism and arbitrary policy exclude many good candidates from advancement.”

“We must however be careful as to who is doing the 'talent spotting'. All too often internal selection leads to clones of current leaders rather than looking for a diverse senior management structure.”

“Keep an eye out for those who peak with experience and are overlooked. Some of our greatest leaders have been over 60!!”

“I have seen examples where certain "chosen" individuals appear to get all the "nurturing" irrespective of natural ability, to the detriment of others.”

“The current promotions systems are not fit purpose as they still rely in most cases on "if your face fits" then you are ok.”

“The cost of education may prevent talented individuals reaching their potential. Equality of opportunity must be considered.

“It has been shown that the career trajectory for women with caring responsibilities is very different to the consistently upward trajectory expected by the police service - with women choosing to remain at a particular rank and develop laterally until they feel 'ready' to take on extra responsibility through promotion. Unfortunately often by this time they have been overlooked as lacking ambition. Any talent management process needs to understand and consider these differences.”

20. In your personal opinion, what does the police service excel at in developing leadership?

There were 292 responses to this question which specifically asked people for positive comments. Despite this, a significant number responded negatively.

- Just over a fifth of respondents (63), answered negatively to this question. Some responses were more specific than others in terms of the detail they provided. The common issues include a belief that the systems produce clones or senior officers who lack the appropriate skills to lead effectively, in some cases due to the reliance on exam type tests.
- Other issues included the lack of a nationally consistent model of development and the failure to identify the best people for promotion.

Supporting Statements.

“Covering up mistakes - the higher you get the more cast-iron you become. I believe there are some excellent leaders in the police service. Unfortunately there are also a large number for whom the phrase 'Never confuse ambition with ability' is apparent.”

“There are too many talent management streams and schemes. There should be one, catering for all and if someone cannot reach the required standard they don't get onto it nor progress.”

“We rely on a system of promotion and selection for promotion that has no consistency and that fails to achieve what in effect its objectives”

“The service relies too much on the interview performance instead of using a performance based assessment of leadership”

“Clones. One type of leader usually quite operationally focused.”

“It excels in promoting people that are unfit for the rank on the standing that they can pass exams!”

“Generally promoting the wrong people who are more interested in bowing down to politicians instead of challenging them”

“The service is very poor at developing leadership, mainly due to the promotional process not being talent or competency related but reliant on individuals passing a series of tests that can be training, prepared for.”

“I have senior officers in this force who listen to no one, make costly mistakes and upset hundreds of people and they end up getting promoted or a pat on the back. The Police senior management often makes me think of what the Generals commanding the Army in the 1st World war must have been like. Lions led by Donkeys I think is the phrase.”

“mini-me's”

- More positively, 17 respondents (just over 5%) felt that HPDS (High Potential Development Scheme) was a good tool for identifying and developing talented officers, early in their career. Respondents mentioned that it has produced highly skilled individuals and the benefits of the scheme being nationally driven.

Supporting Statements.

“The revised HPDS appears to have brought together a range of high potential officers and not necessarily those with strong academic backgrounds which provide a more level headed future with greater representation of backgrounds.”

“I have had a good experience of the old style HPDS and it has been excellent.”

“HPDS is excellent at identifying potential senior officers (Chief Inspector and above) and supporting their career development.”

“The HPDS scheme is a wonderful opportunity to learn and develop and using external suppliers for the education is a great benefit.”

“The new HPDS scheme is well managed, interesting and relevant.”

- Nearly a third of respondents (88) felt that the Police Service excels in developing strong operational leadership skills including ‘transactional’ styles.
- Some respondents felt the service developed quick-time, critical incident management skills very effectively, through exposure to the types of situation that promotes the use of these skills.

Supporting Statements.

“Transactional management styles, critical management. We produce officers who make decisions (at least at lower ranks), in fast time critical incidents.”

“Operational training seems very effective, especially with regard to critical incident management and innovations arising from past mistakes.”

“Critical thinking, command and control and the ability to understand the consequences of decisions”

“The police service is excellent at developing leaders who have high levels of resilience and flexibility in order to handle a variety of tasks ranging from simple to complex. The service enables individuals to gain exposure to slow and fast time decision-making roles, while continually building on the need to be an effective communicator in both public and non-public facing roles.”

“We are very good at responsive fast time decision making. Specifically command and control and traditional 'boys toys' work.”

“There are some excellent professional programmes of development particularly around operational expertise e.g. Handling critical incidents, firearms etc.”

- A number of respondents also felt that the service was good at developing senior / strategic leaders.
- Many felt that the various programmes available, such as SCC (Senior Command Course) and ICP (Independent Command Programme) played a significant part in supporting this.

Supporting Statements.

“Once people have been identified for the very highest levels, there is a significant investment at SCC in developing staff.”

“... I rate PNAC and the SCC very highly. The recently introduced ICP is also receiving very positive reviews and I suspect this is because it is modelled on the SCC.”

“The SLP changes have produced an excellent product and are linked to continuous professional development and promotion. The suite of courses offered at a national level is excellent and provide value for money that an individual force couldn't hope to provide and would be costly at a local level.”

“The current range of leadership training provided by NPIA is probably the best it's ever been.”

“The current Foundation for senior leaders, senior leadership programme and independent command programme are excellent courses and the NPIA should be congratulated and proud of the courses.”

21. In your personal opinion, what is the police service worst at in developing leadership?

There were 331 responses to this question.

- Nearly a quarter of respondents (76) indicated that the service is worst at identifying those most appropriate for promotion. In many cases this was due to issues around identifying these individuals early on and at 1st line management levels.
- Some respondents felt that the processes in place, such as having to pass formal exams, were the key blockers to allowing the progression of those with the best potential capability and that there was little scope for discretion.
- In some cases it was felt that these processes led to individuals with high potential being missed and officers with the wrong skills being promoted instead.
- Other respondents felt that the service did not recognise skills that fell outside of the current structure such as existing leadership skills.

Supporting Statements.

“I think the Police Service does little to highlight, and develop, those who display leadership potential very early in their service (mainly probationers). These individuals are hampered by the requirement to sit and pass a formal exam before being able to utilise their leadership skills in any formal capacity.”

“Recognising and developing less obvious (but no less valuable) talented leaders such as those informal leaders that may exist on teams who quietly/loudly exert a great deal of influence over their peers.”

“Allowing people to self-select for promotion, when they are not necessarily right for a leadership role, just something they 'fancy' doing after a certain number of years. Needs to be more robust selection of the right people.”

“In the past I could identify my staff that needed developing and who was best at a particular task, however, this discretion has been taken away from me as a supervisor. If the force promotes you to Sgt then trust us to do our jobs.”

“I feel that staff are too busy dealing with core business to identify and develop talented staff within the service.”

“I am not convinced that the service is particularly good at spotting leaders early on in their careers and managing them through the ranks.”

- A proportion of respondents who felt that the existing selection methods were out of date or not fit for purpose. Many felt that the current examination based systems were poor promotion filters and often meant that potentially better leaders who were not particularly good at exams were missed because of the reliance on these.
- A number of these respondents felt the promotion process is one which can be learnt as opposed to one which promotes leaders identified by their practice.

Supporting Statements.

“It follows a rigid procedure of exams & OSPRE modules. Often the people who have been promoted are not the best leaders or managers.”

“They miss out on skills and abilities as they base everything on passing an exam which some very experienced and effective officers have not taken due to a "fear" of exams”

“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.”

“As long as you are good at tick box exams, you can be promoted! Wrong people with very little life, work and people experience are promoted into roles they are not ready for and fumble about.”

“Identifying and promoting individuals with the skills that would make them ideal leaders instead relying on promotional tests and exams that have little real value.”

“The competency framework (and possibly the proposed replacement) still creates a false requirement and does not recognise natural ability.”

“Too much emphasis is placed on academic rather than practical ability. There should be more promotion of individuals who are actually good at doing the job rather than those who are good at talking about it.”

22. What, in your personal opinion, would be the single biggest change you would make to leadership development and training on the police career path?

There were 319 responses to this question.

- 56 respondents said they would change the current promotion filter process in some respect. Many suggested that moving away from exams or role plays and towards more practical methods of selection would be beneficial.
- Many of this group indicated that early identification of talent was important so that it could be developed from lower ranks.

Supporting Statements.

“A set development programme involving tasks, attachments, self reflection and 'on the job' monitoring to identify and develop skills and abilities.”

“To change development and training so that it reflects the actual skills required to be an effective police leader.”

“Disagree with the use of role plays when surely a portfolio of appropriate work based real life examples are more of an indicator of how persons are able to perform, not a one off role play.”

“The ability to pass the Sgt's exam, part 2 and paper applications appear to be the only factors used to determine whether someone is fit for promotion. Real world issues such as service history, skill, attendance and work ethic sometimes appear to fall out of consideration.”

“I would recommend early and regular identification of those with the skills for promotion and then ensure they are mentored/ provide help and guidance to ensure this is achieved.”

“There are people who are naturally talented and able to rise thru the ranks. They are hindered by completing portfolios of evidence in a bureaucratic paper trail. People can pass the process but be poor at Leadership and management on the job. Peer assessment would show talent and ability - an apprenticeship of on the job roles,”

“The examination and promotions process needs to be overhauled. The service must introduce competency based 'on the job' assessments that properly evidence an individual's ability to progress to the next rank.”

“Get rid of Ospre”

- 35 Respondents suggested some form of closer working arrangements with partner agencies or other public and private sector organisations.
- The utilisation of secondments and attachments was mentioned as a good way to develop skills and experience new ways of leadership.
- Linking development to academic institutions was also mentioned as potential partnership ideas.

Supporting Statements.

“More multi agency leadership training to fully appreciate how leaders across the public sector can work together, to strengthen the process used to identify and select managers at Sergeant and Inspector Level.”

“Actively promote cross fertilisation with industry and other public sector agencies through structured secondments.”

“I would like to see a structured talent management programme with secondment opportunities to the private sector and with other forces, to share learning and acquire skills.”

“Nationally recognised qualifications in management, with the opportunity for 'attachments' to external organisations adding external influences to the development of police management.”

“For senior management I would post all senior managers into private sector organisations for a reasonable period of time to experience management from a different perspective.”

- The requirement for a consistent national approach to talent management and promotion also emerged as a theme (33 respondents, 10%), reducing local bias and assisting the movement of officers and skills.

- Some of this group linked the national approach to a standard accreditation with clear central guidance.

Supporting Statements.

“I would nationalise all police promotions beyond Inspector. With independent boarding process and appointments.”

“Centralise control of the whole process of senior leadership potential talent management, take it away from local forces...”

“There is a need for national consistency of approach and common standards rather than 43 different approaches. University degrees and diplomas are not the way forward.”

“Proper National Talent Management process - linked to Succession planning and skills development.”

“Remove the bureaucracy and streamline national standards”

23. Any other comments you'd like to make.

There were 107 responses to this question.

As we'd expect, responses to this question were varied. This section gives some examples of negative and positive responses as the variation makes it impossible to aggregate common themes.

Diversity

“Those with power, i.e. the current leadership, have a vested interest in replicating or promoting their likeness and it will take a long time before we get diverse leaders.”

“The career of senior officers is artificially short due to the pension pressures it can seem like a 30 year dash. I am nearly at 30 years now, still full on and only 47 years old. The chances of PNAC and moving up or laterally seem to be shrinking and I could end up leaving without reaching my full potential.”

“Sadly, the current career development is discriminatory, having now passed part 1 and part 2, I know that it is not cheap (£500) and requires a significant amount of time.”

“The expression 'they have some rough edges' usually means - they are different! The expression 'we need to smooth off those rough edges' means - we need to make them more like us!”

Financial Constraints

“Talent management should be enhanced and certainly not abandoned but of limited funds. It's shaping the future after all.”

“We must produce a cost effective, yet efficient, means of ensuring our future senior officers are equipped to deal with the complexities of policing for the future. The CLDP and forthcoming CLP are cost effective, compared to traditional College based qualifications, and could give us what we want at a price we can afford, and this does seem key at the moment.”

“I have no doubt that in the current financial situation leadership and management training will be viewed as an expensive commodity and will spiral further into decline. This could have a profound impact on the future of the British police service.”

“Talent management is key to the future of policing. In times of reduced budgets it may not be seen as important, and yet is even more important that we ensure the right people are developed at an early stage, to ensure that there is no return to the days of overspend and no challenge to the way we have always done things.”

Identifying Talent and Promoting

“We have leaders in our organisation who do not put themselves forward for leadership positions due to our promotion procedure. Local leaders are able to identify talent; we need to allow them to do so.”

“Professionalising leadership is essential. Too many 1st line and middle managers are selected by board and not appropriately developed or trained in leadership - effectively they are left to fend for themselves.”

“Need to recognise and embrace the benefits of police staff leaders.”

Other Comments

“The post promotion training for newly promoted ranks should be nationally accredited and mandatory so that individual forces do not have the option to pick and choose what training they give.”

“I strongly feel that in order to contextualise training it should be undertaken by police officers or police staff. There is absolutely no substitute for training being delivered by individuals who have a working knowledge of their subjects and are able to empathise with their students and provide real life practical advice and assistance.”

“I love policing, it is a vocation for me, my degrees help but so do the skills I gained in industry. Parts of our risk averse culture stem from not enough community and industry learning, let's go out there, open the doors and learn.”

“Review is welcome. But I hope it is not fixated on academia.”

“The world is changing rapidly and we need to change with it.”

“I look forward to the outcome of the review.”

“Good Luck.”

Respondent Biography

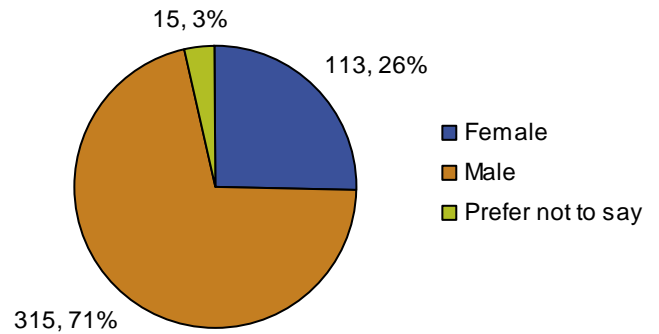
The respondent biography questions were not compulsory and included a “Prefer not to say” option.

24. Gender

443 respondents answered this question.

	Volume of respondents	% of respondents
Female	113	25.5%
Male	315	71.1%
Prefer not to say	15	3.4%
Total	443	

Survey respondents by gender



The respondent gender split is similar to that of the Police Service England & Wales for Police Officers (25.7% Female).

25. Age

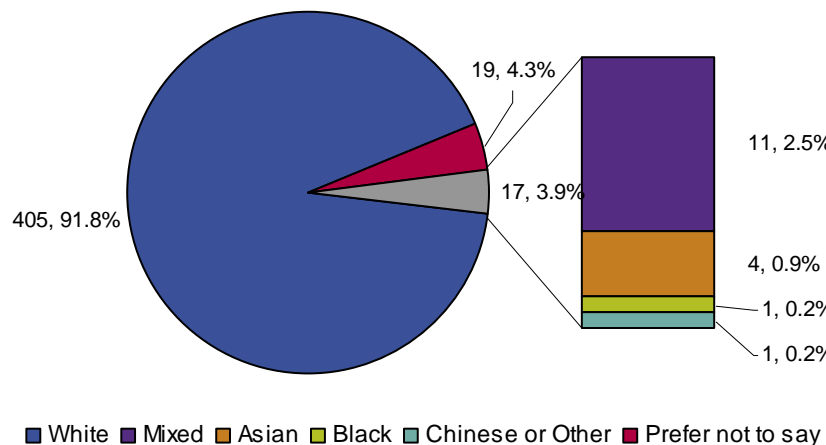
388 respondents answered this question and the average age of respondent was 43.

26. Ethnicity

There were 441 responses to this question. The categories for ethnicity relate to 5+1 classification which is a recognised aggregation of 16+1 categories used by the Home Office and Police Service.

	Volume of respondents	% of respondents
White	405	91.8%
Mixed	11	2.5%
Asian	4	0.9%
Black	1	0.2%
Chinese or Other	1	0.2%
Prefer not to say	19	4.3%
Total	441	

Survey respondents by ethnicity



The proportion of minority ethnic respondents (3.9%) is slightly lower than that of the Police Service as 31st Mach 2010 (4.6%).

27. Do you consider yourself disabled?

440 respondents answered this question.

	Volume of respondents	% of respondents
Yes	21	4.8%
No	395	89.8%
Prefer not to say	24	5.5%
Total	440	

28. Religion & Belief

439 respondents answered this question. The categories used are consistent with Home Office recording.

	Volume of respondents	% of respondents
Buddhist	1	0.2%
Christian	268	61.0%
Hindu	1	0.2%
Jewish	0	0.0%
Muslim	1	0.2%
Sikh	1	0.2%
Other religion or belief	11	2.5%
No religion or belief	111	25.3%
Prefer not to say	45	10.3%
Total	439	

29. Sexual Orientation

437 respondents answered this question.

	Volume of respondents	% of respondents
Bisexual	4	0.9%
Gay / Lesbian	12	2.7%
Heterosexual	374	85.6%
Prefer not to say	47	10.8%
Total	437	

30. Years in service

The average service for respondents was 17.8 years

31 Highest level of academic or vocational qualification on entering service

There were 423 responses to this question.

Academic Qualification - Entering Service	Number of Respondents	% of Respondents
O Level / CSE / GCSE	102	24.1%
NVQ	6	1.4%
A Level	87	20.6%
HNC	6	1.4%
Diploma	13	3.1%
Degree - Unspecified	121	28.6%
Degree - BA	25	5.9%
Degree - BSc	27	6.4%
Degree - Masters	17	4.0%
PhD	4	0.9%
Other	15	3.5%
Total Respondents	423	

31 . Highest level of academic or vocational qualification now

There were 415 responses to this question.

Academic Qualification - Now	Number of Respondents	% of Respondents
O Level / CSE / GCSE	24	5.7%
NVQ	5	1.2%
A Level	21	5.0%
HNC	8	1.9%
Diploma	26	6.1%
Degree - Unspecified	139	32.9%
Degree - BA	15	3.5%
Degree - BSc	20	4.7%
Degree - Masters	95	22.5%
PhD	4	0.9%
Other	58	13.7%
Total Respondents	415	

There are notable increases in the proportion of respondents indicating a Degree and specifically a Masters Degree level qualification, between entering the service to the current time.

Appendix: Eight	Independent Review of Police Leadership and Training Finance Survey
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Force Name			
Total Force pay related costs	Officers	Training Days	
	Staff		
	PCSO's	Total Training Days	Training days budgeted
	Special Constabulary		Actual training days delivered
	Volunteers		% of training days delivered
	Other		
	Total Force pay related		
	Other non pay costs	of which IPLDP	IPLDP Training days budgeted
	Total Force budget		Actual IPLDP Training days delivered
Training headcount and pay related costs	Officers		% IPLDP of training days delivered
	Staff		
	PCSO's		
	Special Constabulary	Total excluding IPLDP	Training days excluding IPLDP budgeted
	Volunteers		Actual training days delivered excluding IPLDP
	Other		% of training excluding IPLDP delivered
	External training courses	IPLDP Training	Total
Non Pay related training costs	Vehicles	Protective Services training	CT
	Dogs		Domestic extremism
	Firearms		Major crime
	Travel		Serious organised crime
	Refreshments		Strategic roads policing
	Course Materials		Firearms
	Other costs		Public order
Premises / Estates costs for training	Building costs		Contingency planning
	Premises costs		Protecting vulnerable people
	Other support costs		Critical incident
Income generated	Other Forces		If unable to split - Total
	Other Bodies	Leadership development level	Core
	Other Income		Middle to Senior
Cost of Training			Executive
	Total Training Pay Cost	External Awarding Bodies	Initial Training e.g. IPLDP

	Non Pay related training costs		Other
	Premises / Estates costs for training		If unable to split - Total
	Gross cost of training		
Less	Income generated		
	Net cost of training		

The data returned has been incorporated into the main review

Appendix: Nine	Options and Recommendations for the Professional Body
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What is a Chartered Professional Body?

A Chartered Body is an incorporated body which has applied for a Royal Charter via the Privy Council. Charters are normally granted to institutions or bodies⁸³“that work in the public interest (such as professional institutions and charities) and which can demonstrate pre-eminence, stability and permanence in their particular field”. The Police Service in the United Kingdom would be expected to make a petition to the Sovereign through the Privy Council. The broad criteria for any application are⁸⁴:

- (a) The institution concerned should comprise members of a unique profession, and should have as members most of the eligible field for membership, without significant overlap with other bodies.
- (b) Corporate members of the institution should be qualified to at least first degree level in a relevant discipline⁸⁵
- (c) The institution should be financially sound and able to demonstrate a track record of achievement over a number of years
- (d) Incorporation by Charter is a form of Government regulation as future amendments to the Charter and by-laws of the body require Privy Council (ie Government) approval. There therefore needs to be a convincing case that it would be in the public interest to regulate the body in this way.
- (e) The institution is normally expected to be of substantial size (5,000 members or more).

A Chartered Institution 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, 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

⁸³ www.privacy-council.org.uk

⁸⁴ Ibid

⁸⁵ This does not require all members to be qualified to degree standard. It refers only to corporate members where the expectation is that 75% of those corporate members would have a degree qualification. Not having a Degree qualification is not a barrier to becoming a member of the professional institution.

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. The UK Police Service would be the first police service in the world to become a Chartered profession.

It is important to note that a Royal Charter 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"⁸⁶. Any amendments to a Charter will only be made via application to the Privy Council

Table comparing two common models of professional registration

- The table below highlights two different models of professional registration. The recommendation would be to follow the route of professional bodies rather than regulators.

⁸⁶ www.privacy-council.org

	REGULATORY BODY	PROFESSIONAL BODY
EXAMPLES	National Midwifery Council (NMC) General Teaching Council (GTC) General Medical Council (GMC)	Institution of Civil Engineers (ICE) Royal College of Physicians (RCP) Chartered Institute of Personnel and Development (CIPD)
ROUTE TO MEMBERSHIP	Has one generic route to membership based on academic qualification Regulator accredits a delivery body to provide an academic course. Any individual who passes that course and can prove good character will be registered.	Has a number of flexible routes to membership: Entry is only gained through a rigorous process of gaining: Underpinning Knowledge – can be gained through an academic course or experience Relevant Experience Sponsorship – by current members of professional body Independent Peer Review – this is the ultimate hurdle, a face to face interview
LEVELS OF MEMBERSHIP	One type of membership, only at entry level. The register sets one standard, the entry standard. There is little subsequent professional development, further qualifications are simply noted on the register. Have started to 'index' students to overcome the problem of only registering qualified practitioners Does not recognise wider roles within profession – for example health care assistants are not members of NMC or GMC	Allows a wide membership at different levels Associate or Student – has ambitions or is on route to becoming a member Affiliate Member – for those who are involved with the profession but have a different primary profession e.g. chartered accountant, CIPD Technician Member/ Member/ Chartered Member – different levels of membership which indicates increasing skill levels Fellow (Senior rank or Expert) – this is awarded for significant contributions to the field
PURPOSE	Focus is on who should be struck off register rather than who is allowed onto it Sets a threshold standard and code of conduct, investigates complaints and fitness to practise Register serves as an administrative record of academic qualification	Focus is on who is allowed onto the register in the first place Sets an exemplary standard Sets a professional framework of development Sets an ethos of the profession taking responsibility for the quality of that profession
CPD and Re-registration	Re-registration required every 3 yrs CPD is mandatory - Based on 'flying hours' e.g. 450 hours of registered practice and 35 hours of learning activity over 3 years	Re-registration not required CPD expected, based generally on e-learning, personal growth, keeping abreast of professional developments etc
ADMIN REQUIRMENTS	Large proportion of full time civilian staff who check paperwork validity and	A large proportion is run by the individual, or by the profession itself through sponsors and peer

	investigate complaints.	reviewers who voluntarily give their time whilst maintaining their full time job.
MANDATION	Membership is a statutory requirement	Membership is voluntary, however the strength of the reputation means that to progress in the field membership is necessary

Professional Registration and Membership.

- **WHY?**
- Has a number of **flexible routes to membership** which relies on more than just an academic qualification.
- Has a number of **different types of membership** ensuring inclusion of a diverse workforce (civilians and warranted officers) and a clear and aspirational development path which successfully differentiates skill levels.
- **Introduces a culture of Independent Peer Review** (face to face interviews based on prior experience, knowledge and scenarios). This is less rigid than competency based interviews, less bureaucratic and more robust than written forms/portfolios of evidence, and it is a relatively cheap process with high integrity. It requires senior professionals to take responsibility for the quality of the rest of the profession by becoming peer reviewers – a behaviour that typifies successful professions.
- **Introduces a culture of sponsorship** – this is an involved process of mentoring, developing and preparing candidates for peer review by those who are already at the aspired level. The quality of the candidate reflects on the sponsor and therefore ensures that sponsors do not put forward poor candidates (as sometimes occurs now because line managers are not brave or accountable enough to have tough conversations with unsuitable officers)
- **Shares the responsibility** for progression and development between individuals (underpinning knowledge and relevant experience), employers (sponsorship) and the wider profession (peer review).
- **Fitness to practice is not the sole motivation.** The IPCC and/or employers under Taylor already investigate misconduct, and it would be a mistake to duplicate these practices. Therefore the system of holding one entry level register, with the only requirement being an academic qualification is, whilst simpler, not appropriate for policing and would lead to a meaningless additional bureaucracy which was not value for money for either the individual or the profession. This is demonstrated by the abolition of the General Teaching Council, who have pursued a regulator route rather than that of a professional body, and learnt that this does not perhaps deliver enough value for the costs incurred. Regulatory routes generally need legislation to ensure membership is a statutory requirement as there are insufficient benefits to the individual to sign up voluntarily
- **HOW?**
- **Membership Levels – 7 forms of membership**
- **Associate or Student** – those with ambitions to or on route to becoming a member (whether technician, affiliate, full or chartered)
- **Affiliate Member** - civilians with other recognised qualification such as chartered accountant, CIPD
- **Technician Member** - PCSO, Civilian Investigators, SOCOs

- **Full Member** - warranted officers after completion of Police Initial Qualification
- **Chartered Member** – those who have reach a higher level of expertise, whether through specialism or promotion.
- **Fellow** - awarded to those who have made a significant contribution to the profession (e.g. Senior Rank or Expert)
- **Honorary Member** – for those who no longer wish to practice (e.g. retired) and are not therefore doing CPD

- **Routes to Membership**

- Different levels may have different routes. For example Affiliated Membership may be granted to those who have a recognised professional qualification (e.g. chartered accountant) and a set amount of experience within policing whilst Technician/ Full/Chartered membership may be a more involved process, based on the Institution of Civil Engineers system, of gaining
 - Underpinning Knowledge
 - Relevant Experience
 - Sponsorship
 - Peer Review
- There should be a number of flexible routes to do this. CIPD accredits various qualifications and training courses that will provide candidates with the Underpinning Knowledge required however it also offers a route called 'Professional Assessment of Competence (PAC) or Experience Assessment Route' recognising that this knowledge can also be gained through experience, meaning that a qualification is not necessarily required as Peer Review will ultimately assess ability. Review periods, during which candidates will submit themselves to peer review, would occur twice a year. Peer review should be conducted in faculties, so that if a specialist firearms officer applies to become a chartered member, they are peer reviewed by a panel that includes at least one specialist in that field. Peer reviewers are practising members of the profession who offer up to 10 working days a year to conduct peer review – they are not a standing army of full time peer reviewers. This not only reduces costs but also ensures that peer reviewers have relevant practice and knowledge.

- **LEARNING FROM OTHER PROFESSIONAL BODIES:**

- **Attracting Members:**

- It is crucial that there are enough hooks to ensure people join the professional body. It is unlikely to be a statutory requirement and therefore the following points are crucial:
 - The reputation of membership (technician, full, chartered) must be high due to entry through an exacting and tough process rather than a bureaucratic tick box exercise
 - Employers need to be signed up to the concept, so that progression becomes dependent on a specific level of membership
 - The professional body must provide its members with something useful – online resources, POLKA, magazines, peer support network etc
 - Whilst the standard set for entry must be rigid there should be huge flexibility in how to reach that standard. This is particularly true for policing where there are a number of different disciplines (crime investigation, neighbourhood policing, public order etc). This flexibility should extend to CPD.

- **Grandfather Rights:**

- All current serving officers/civilians etc would automatically become associate members of the body.
- Further membership levels (technician, full, chartered) could, for perhaps a 12 month period, be granted through a simple points system– awarding points for experience, skills, rank etc and then setting a level so that those with say 20 points become a chartered member, 10 points a full member and 5 points a technician member. From these initial members, peer reviewers would be trained.
- Those who fail to seek higher membership within the time period, or who do not qualify for the membership level they feel they deserve, can then submit themselves for almost immediate peer review based on experience rather than underpinning qualification. This will also be a time-limited opportunity.
- As new qualification frameworks and courses are imbedded this will provide a route for new officers or further progression of current officers, and an ‘experience only’ route could also be offered.
- It is thought that this system would provide the hook for serving officers and civilians to join the professional body sooner rather than later.

- **Continuous Professional Development :**

- seems to fall into 3 brackets:
 - **Voluntary** – e.g. Institute of learning – activities are suggested and an online log can be kept
 - **Monitored** – e.g. ICE – should gain x CPD points per year, points can be gained for a variety of different things (training, observations, shadowing, attachments etc). Professional body then asks 10% of members to submit records and then audits 10% of them (i.e. 1% overall)
 - **Mandatory** – e.g. NMC – prove that you have 450 practice hours over 3 years
 -
- The onus must be on the individual.
- Mandatory CPD, due to the checking required, can be bureaucratic, resource intensive, and perhaps removes the focus from personal responsibility.
- CPD should be kept as flexible as possible, although tailored to particular disciplines (e.g. firearms CPD is likely to be heavily weighted towards training and ‘flying hours’ whilst neighbourhood policing might perhaps be more focussed on shadowing and researching successful initiatives in other areas)
- There are many activities that constitute CPD. However the Rapid Evidence Assessment on “What works to change professionals’ behaviour” suggests that collaborative CPD in terms of action learning sets and peer support as well as practical on-the-job CPD are the most effective forms.
- Perhaps the most best method to introduce CPD to the profession would be to start with voluntary CPD (give people permission to use x paid hours a year to develop themselves), graduate to monitored CPD and then implement mandatory CPD after more research has been conducted into which CPD activities are most beneficial (i.e. is it number of practice hours or training or shadowing etc?) and how it can be checked in the leanest possible way.
- CPD will ensure much greater flexibility of the workforce. For example retired officers or those on a career break could be drafted back in at times of peak demand as long as they complete and finance their own CPD and thus retain active membership of the professional body.

- **Costs**

- Membership fees should be graded with associates and students paying less than full or chartered members.

Appendix: Ten	Operational Command
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Issue

To determine future possible methods of delivering operational command training.

Recommendation

It is recommended that command training be rationalised and embedded throughout an officer's career in order to raise standards and make efficiency savings.

Chief Constable is asked to note:

- There are a vast number of police organisations delivering 'command' courses to varying standards, often separated from leadership training, leading to a high degree of duplication.
- Command ability should be part of all officers' skill sets from the outset and should be assessed throughout a career.
- Command training currently is incoherent and may be ineffective.
- The creation of a professional body is key to enhancing the skills and abilities of current and future operational commanders.

Introduction

It is difficult to determine what exactly operational command is and to separate the strand of operational command from specialist command and leadership.

"Command is a position of authority and responsibility to which police personnel are legally appointed...Leadership and management are key components to the successful exercise of command. The successful exercise of command can be measured managerially against objective criteria and qualitatively in leadership terms by the willingness of those led to follow the direction given by the leader"⁸⁷.

There are a number of national guidance documents which overlap on this subject.

In 2009, the NPIA produced Command and Control guidance on behalf of ACPO. This guidance is intended for all officers who perform a command function and focuses on the general principles of command. The guidance is clear:

"Officers discharging command responsibilities should be competent and able to demonstrate how they achieved, maintained and updated this competency."

Currently there is a plethora of ways that officers receive command training and then demonstrate competence in the workplace. NPIA currently provides the vast majority of training and support in this area. The era of austerity and the impending dissolution of NPIA mean that the service must rethink how we ensure officers are equipped for command at

⁸⁷ Leading for those we serve The police Leadership Qualities Framework

every level in the future and reap the potential saving from the mass of duplication that exists in this area of training and accreditation.

This paper examines the picture now, the inefficiencies of the current system and options for the future that also take into account the realities of the economic climate.

Scope

For the purposes of this paper, a number of national guidance documents relating to generic command have been considered– see appendix A.

In addition, included in this paper are some references to Firearms and Public Order as it is with these specialisms that there is significant duplication of effort and overlap with current national leadership training programmes. As such, the paper takes into account the Firearms code of practice and specialist national training and accreditation that has an operational focus including:

- The Professional Policing Skills (PPS) domain for National College of Police Leadership (NCPL) incorporated in leadership products (Chief Inspector to Chief Superintendent)
- Public Order courses, licensing and accreditation at Bronze, Silver and Gold levels
- Firearms courses, licensing and accreditation Tactical, Operational, Strategic

Current situation

Professional Policing Skills domain for College leadership products

Generic operational command is built into all NCPL products:

All NCPL products are built around the three domains. This includes the Core Leadership Programme (CLP) for Sergeants and Inspectors that was developed by the College and now sits with NPIA Learning and Leadership. Critical incident command is embedded into CLP as it is well evidenced that early identification and command of a critical incident at an early stage can have a huge impact on the outcome.

At every level, from Chief Inspector to Chief Superintendent, officers' understanding of operational command, built around the recognised command structure (Bronze/ Operational, Silver/Tactical, Gold/Strategic), is tested through an applied policing leadership model. Built taking into account the doctrine and national guidance in relation to command, as well as the 'what' to think i.e. knowledge from the pre-course work, the officers are also challenged on 'how' to think critically and then how to take the learning back into their workplace (values, ethical decision making, leadership styles and theory and equality, diversity and human rights are an integral part of every programme). Each assessed programme builds on the learning from the previous modules and there is increasing complexity as delegates get promoted and progress to the next level of the leadership programme.

The learning objectives for each of the PPS elements of the current NCPL products are attached at appendix B.

Public Order courses, multi agency command and accreditation

Generic operational command is built into all public order command courses and the multi agency command course:

There is agreed national guidance which is kept updated by NPIA who also produce the course materials. Six forces then deliver training for Bronze, Silver/Gold commanders for all forces, in line with the curriculum, while NPIA provide quality assurance.

NPIA Specialist Operations also run, with the Fire Service College and Ambulance Service, the Multi Agency Gold Incident Command Course (MAGIC); all delegates are charged for this course on a full cost recovery basis. This course has pre-learning and then a testing exercise where the delegate's decision making and ability to command at a strategic level in a multi agency setting are tested. Interestingly, there is no such multi agency course currently available for Silver or Bronze commanders. This may need to be reviewed, especially in light of the National Crime Agency being set up.

The first days of each all of the above command courses cover the same generic content i.e. command structures, roles and responsibilities of commanders, the role of specialists and so on. This is because the NPIA course designers currently do not have a mechanism for accrediting prior learning as there is no clearly defined career pathway for generic or specialist commanders. As such, prior knowledge could have been gained from other command training attended in a different arena or on the job training. Indeed, some commanders' entry point to specialisms can be directly at the Gold level.

If operational command is not tied to a professional body with mandated professional standards, if charged forces may decide not to pay for central services such as curriculum design and quality assurance, and skill levels may fall.

Firearms courses and accreditation

Generic operational command is built into all Firearms command courses and is a pre-requisite for attendance:

There is a national firearms curriculum which is kept updated by NPIA who also produce the course materials. Forces then deliver training in line with the curriculum while NPIA provide quality assurance. This QA occurs approximately 66 times a year with 14 full inspections.

- Firearms effectively have their own nationally agreed code of practice. This is a Home Office Document embedded into legislation to which Forces must comply. As such, officers can receive training at 56 force centres⁸⁸, currently licensed by the NPIA. Each centre can only deliver those courses that they have been licensed for and this licence is reviewed by the NPIA every 4 years.
- National Bronze and Silver Command training packages are designed and licensed by the NPIA and forces receive course materials at no charge. Forces that are licensed to deliver them can sell these courses to other forces to offset the costs of training their own officers.
- The Gold Command course is delivered centrally and NPIA charge for this programme on a full cost recovery basis.

Command training is a significant part of every firearms command course whether delivered centrally or by forces. Again, like public order and the NCPL programmes, there is

⁸⁸ Source Supt Latto, NPIA

duplication of common themes. The NPJA firearms team regularly run seminars/conferences for Forces to ensure consistency of practice.

Conclusion

Whilst there is some very effective command training in the service, there are multiple models for delivering this, all of which duplicate the same areas of content. This is not cost effective and increases the probability that delegates will forget essential components or find themselves confused about the different frameworks⁸⁹. These are summarised in Figure 1.

There are elements of generic command that are also embedded into other areas of specialist training leading to even more areas of duplication around generic command.

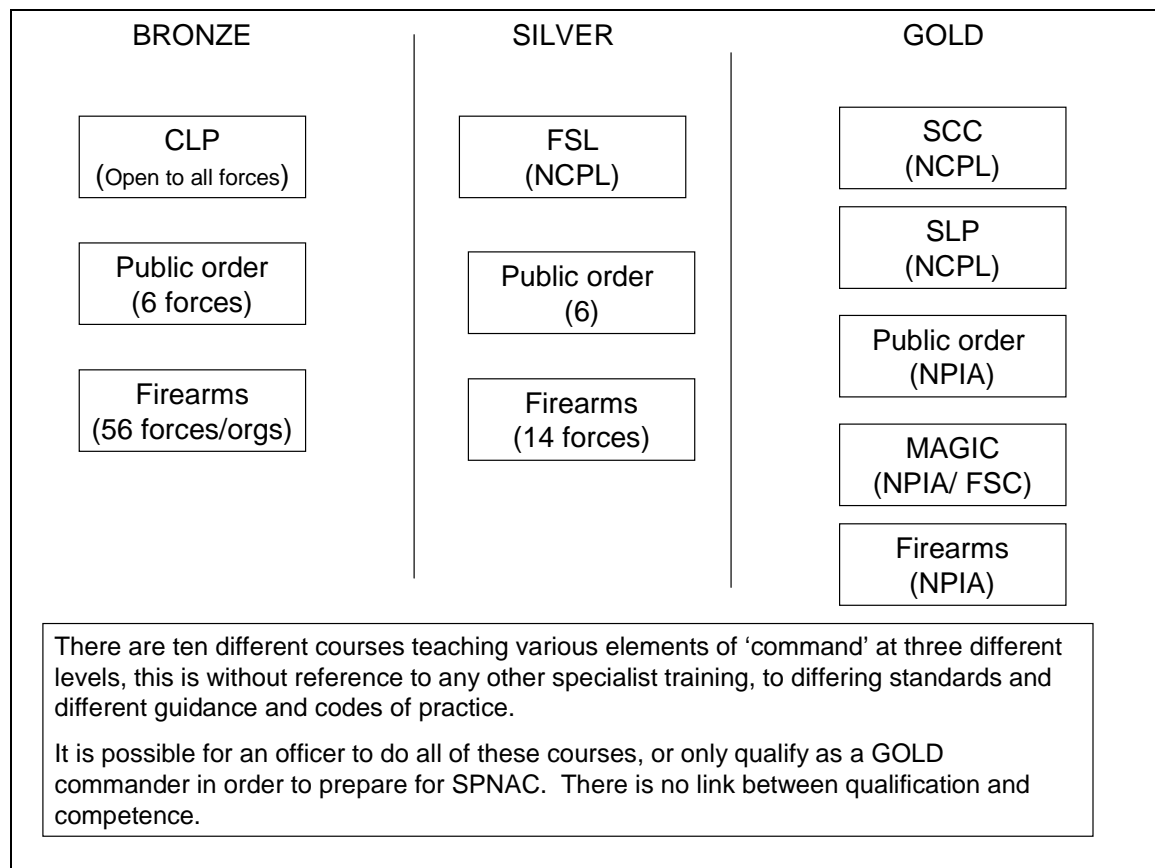


Fig 1: Illustration of Course Proliferation.

What are the disadvantages with the current system?

Incoherence: Operational Command programmes are often built in isolation and currently the NCPL and specialist operational command training cannot assume prior knowledge of operational command as there is not a clear career pathway with minimum standards for operational commanders either generic or specialist. As such, all of the programmes contain the same generic content in slightly different forms.

The majority of the training is classroom based; it is not clear what the rationale for this is. Some courses have moved to pre-learning or an examination on the first day, but this is not

⁸⁹ J. Conger 2010

consistent across all courses and, often, the pre learning material is covered on day one in any case.

At the executive level, there is clear evidence that delegates are at vastly different levels in terms of operational command experience, training and accreditation on the SCC. There is an operational command element to the Strategic Command Course (SCC) which is about applied learning in a policing context. If generic operational command became part of an officer's career pathway from the outset, and formed part of the professional requirements set by the professional body to qualify for promotion there would, over time, be a common professional standard set amongst all ACPO officers.

Experienced Gold commanders question the rationale for so many separate specialist operational Gold command courses that accredit them in one specialism only when, often, a Gold commander's role can cross a number of specialisms during an operation and, actually, there is a key generic skill set required of an effective Gold Commander and a standard of leadership which crosses all of the specialisms.

Competence: Competence is normally taken to be the level of training, skill and experience required of someone to discharge their role. It could be argued that the current system places undue emphasis on course completion at the expense of career-long development.

Commanders can elect to start at the Bronze level, get accredited in the workplace and work their way up to the Silver and Gold levels. This approach would suggest a high level of competence based on learning plus experience. Others decide to come straight in at the Gold level for Firearms and Public Order, often if they are preparing for SPNAC. Some will have no intention of going on to become accredited; this suggests knowledge but no experience and thus no demonstrable competence.

The numbers of accredited specialist command officers varies from force to force and often is not linked to the requirement identified in the force strategic threat and risk assessment; this is clear through the ongoing work for the Olympics national skills audit. This model may ensure that Forces only train the volume of commanders needed to meet anticipated demand leading to efficiency savings on a national level.

Finally, in terms of competence, officers who take command of Critical Incidents, from Constable upwards (for example at Bronze, Silver and Gold levels) are currently not required to be accredited at all and standards vary across the country as evidenced by the last HMIC inspection on critical incidents. A model of ensuring that command is embedded at every level could impact on the number of critical incidents nationally, as an embedded approach should lead to the early identification and command of situations, preventing or minimising the risk of critical incidents escalating and affecting public confidence.

Inefficiencies: There are 56 force centres able to train officers in firearms skills, including command. This requires 56 sets of instructors and poses a huge quality assurance challenge. Whilst the numbers of regional deliveries are increasing, there is a clear question as to the efficiency of 56 centres delivering the same training in a local context when forces could share resources; share ranges with for example other forces and sectors to generate savings.

The same argument could be applied to the vast number of courses run in a distributed manner in many forces, particularly where adherence to codes of practice is voluntary. Some forces currently generate income from some of the specialist training and licensing services provided 'free' by NPIA. Should NPIA start charging on a full cost recovery basis, this may encourage forces to consider the efficiency savings that could be made (around

training estate and making best use of capability and capacity) as the current model may be inefficient.

Continuous Professional Development: 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. It is suggested that understanding the exercise of command ‘having authority over’ should be a part of every police officers’ skill-set, but that it is essential for all officers in a supervisory or greater role. To allow police officers to rise to ACC without ever being formally trained creates potential weaknesses in both understanding and effectiveness. Generic command should be considered as part of a mandatory accredited development pathway.

If this approach were embedded at the start of an officer’s career, it would ensure that more basic knowledge could be gained earlier in an operational commander’s career. This fits with J Congers’ research, feedback – orientated programmes spanning multiple periods appear to move participants from awareness to an increased probability of effecting change in their behaviour and perspectives. An illustrative model is shown at Figure 2.

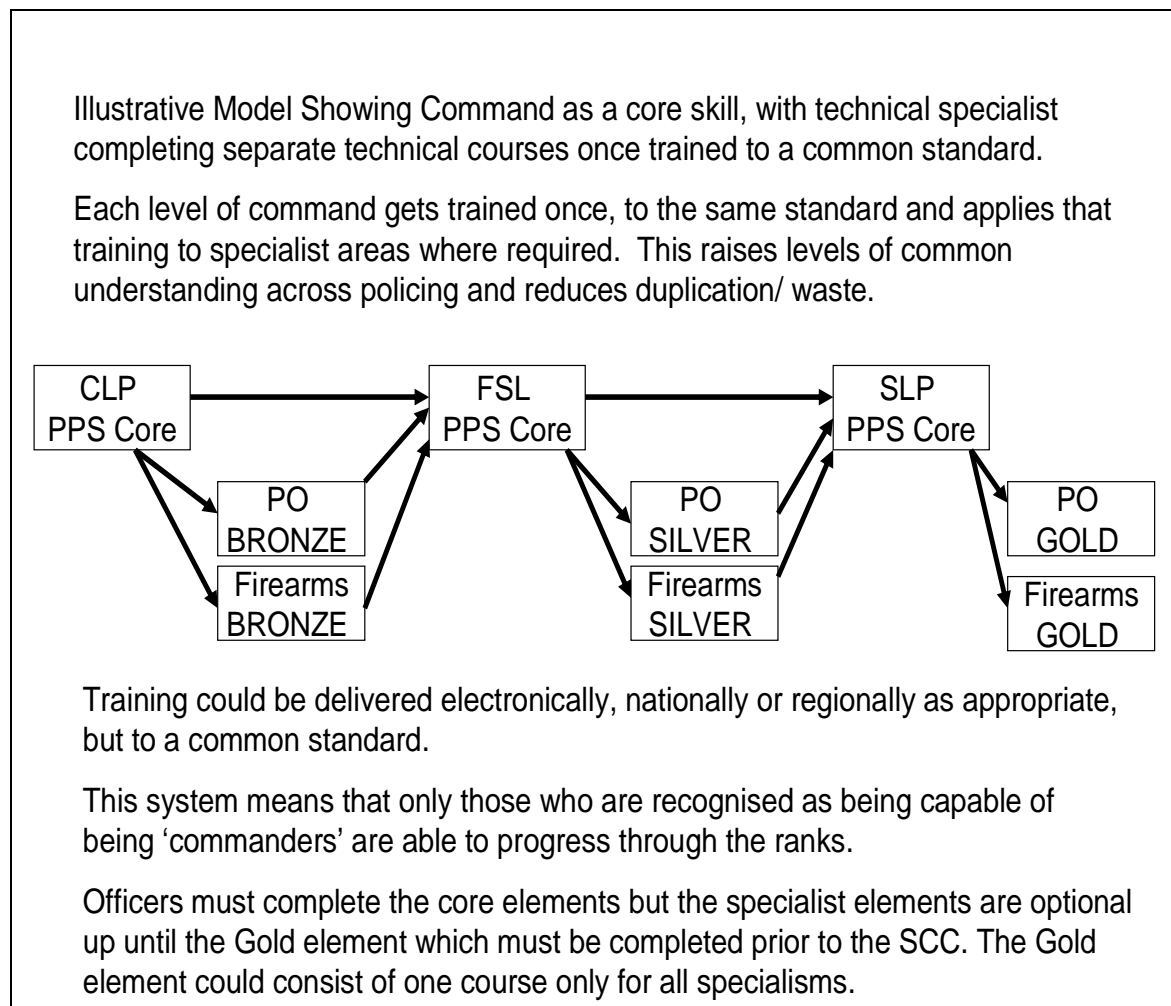


Figure 2: Illustrative command progression.

Model for Delivery of Command Training

In designing a method of embedding command throughout career-long development it is proposed that:

- A professional body becomes an integral part of the new landscape and will be responsible for setting and maintaining the national curriculum, for setting standards and quality assuring delivery against those standards. It is difficult to separate the strands of operational, specialist, command and leadership and it is essential that an overarching body is responsible for making these connections and ensuring consistency throughout the curriculum. For operational Commanders to be effective, there will need to be coherent pathways from Bronze level through to Gold level along with the appropriate understanding by all levels of leadership styles, ethical decision making of how and when to engage specialists for maximum effect. The body would own and ensure compliance with the Code of Practice for Firearms and Public Order when signed off. In addition, guidance of command should be written and owned by the professional body to dissipate the confusion that currently exists between overlapping guidance in this area.
- That the professional body is responsible for establishing requirements for professional registers and continuing professional development. For operational commanders there needs to be an assurance that those practising are fully competent to do so.
- That a delivery body be established to train the essential generic elements of command and leadership.
- If the above three bullets are in place, it would set a career pathway for officers so that, in order to be a Gold Commander in a specialism, there are clear core leadership competencies at each stage prior to selection and promotion. This allows command specialist course designers at every level to assume a level of knowledge at each stage of command, allowing for courses both delivered in force or nationally, through the delivery body, to be shorter and more focussed, ensuring value for money. In addition this 'professional' approach would require officers to demonstrate competence as well as the ability to pass courses. This would also allow for further work to be carried out ensuring the majority of training and development is done outside of the formal classroom environment and that training is part of a continuous professional journey for delegates, not one off courses as is currently the case.
- If command training is part of a career pathway embedded with leadership programmes, one blended learning Gold Command programme could be put in place to qualify Gold commanders to take command of any specialism. This would better reflect the environment Gold Commanders operate in, the leadership and skills needed for the role and, indeed, provide a better return in terms of cost and impact. Consideration should also be given to how we train locally, regionally and nationally with partners for command roles and how this is built into the accreditation process.
- Part of the standard setting by the professional body should be that, in order to remain accredited, officers must maintain their own professional development in their specialism and stay abreast of lessons learnt from operations that have gone well and also those that have not. It seems logical that this function of learning the lessons of previous operations sits with the professional body.
- Generic operational and strategic command remains part of the PPS modules of the Foundations for Senior Leadership (FSL) and Senior Leadership Programme (SLP)

and continues to be delivered on a national or regional basis by the independent delivery body or by the professional body's delivery body - J Conger outlines the importance of learning with peers. These elements can then be removed from the classroom based parts of specialist training courses, thus reducing their length and hence overall costs to forces.

- As operational command, particularly for a specialism, is a key function of the role of a police leader, the review may consider the option that course and accreditation costs are met from force budgets – to do this there would need to be further work to firm up the full costs as outlined in Appendix C to include, for example, research costs. This would ensure that forces select potential commanders carefully and in the right quantity, based on their strategic risk assessments, to drive down costs. For generic command programmes currently delivered by the NCPL, a full or part cost recovery could be used. All of these programmes could be developed in such a way that they are linked into a recognised higher educational academic qualification, elements of which, outside of the operational command training, individuals may wish to pay for which will help them be even more effective as a commander. When the standards are set by the professional body, this approach becomes more feasible through higher educational organisations.

Summary

Our current approach to operational command is not sustainable from a financial or professional perspective.

This review represents a huge opportunity for the service to further increase the competence and confidence of commanders at every level but at the same time, increase standards and reduce costs by driving out inefficiencies.

National Guidance relating to generic command

ACPO/NPIA Guidance on Emergency Procedures (April 2009) - This guidance is for officers and staff involved in the response to an emergency or major incident. It covers major incidents, critical incidents, emergencies, command and control including regional and national co-ordination and decision making.

ACPO/NPIA Command and Control (June 2009) - This document includes guidance on the principles of command and control including command structures, roles and decision making.

ACPO/NPIA Critical Incident Guidance (July 2007) - This guidance covers preparation for a critical incident, management of critical incidents and restoring public confidence. However, the command and control doctrine is the structure upon which you would prepare for and command a critical incident and the emergency procedures guidance would cover cross-force/agency issues.

NPIA Guidance on Multi Agency Interoperability (2009) – This guidance sets common standards for communications, information management, command and control for the multi agency organisations that now comprise the category one and two responder agencies.

B.

Professional Policing Skills SCC Objectives

By the end of this module learners will be able to:

Proactively manage the critical issues and operating risks that affect the reputation and effectiveness of the service. Develop high level competence in critical incident assessment of local and national situations; respond in a way that secures and enhances public confidence whilst being cognisant of the service's duty of care to all.

Take on the challenges and responsibilities of leadership in Gold (Strategic) Command in high risk operations e.g. counter terrorism, major international events (Olympics 2012), firearms, public order, predatory criminality and CBRN. Demonstrate the awareness of how and when to intervene in order to secure appropriate outcomes.

Manage the complex and competing needs of stakeholders (including victims of crime) within testing operational environments whilst providing and maintaining a clear focus for the organisation as it delivers improved performance to the community without compromising quality.

Professional Policing Skills SLP Objectives

By the end of this module learners will be able to:

Operate as a Gold commander for demanding incidents and operations

Develop Gold strategies for demanding incidents and operations

Apply the Conflict Management model to develop and review strategies and make command decisions

Identify risks and threats and select and implement management and mitigation measures

Manage information and intelligence from a variety of sources

Professional Policing Skills FSL Objectives

By the end of this module learners will be able to:

Lead within challenging and demanding environments, applying ethical and value based decision making, whilst balancing risk and demonstrating the principles of Silver command.

C.

Indicative costings of courses that contain generic command elements

(Costs vary across forces, this chart is for illustrative purposes only)

Course	Cost per delegate	Length	Comments
Bronze/Silver Public Order Course (IPOC)	£1230 (with accommodation) £975 (without accommodation)	5 days class room based, pre-course work and post course assessment/accreditation process in force	The cost is based solely on 5 days training for a West Yorkshire Officer. It does not include any of the NPIA costs for example in terms of design, quality assurance or the costs of post course accreditation in force.
Gold Public Order Course	£1500 (with accommodation) £1245 (without accommodation)	5 days class room based, pre-course work and post course assessment/accreditation process in force	The cost is based solely on 5 day training for a West Yorkshire Officer. It does not include any of the NPIA costs for example in terms of design, quality assurance or the costs of post course accreditation in force.
Professional Policing Skills	£1089 (without accommodation)	5 days classroom based, pre and post course work –	Costs that the NCPL would

Chief Inspector (FSL)		accredited through the CMI	charge non-HO forces – full cost recovery.
Professional Policing Skills Superintendent (SLP)	£1259 (without accommodation)	4 days classroom based, pre and post course work – accredited through the CMI	Costs that the NCPL would charge non-HO forces – full cost recovery.
Professional Policing Skills Chief Superintendent (SCC)	£1500 (without accommodation)	10 days classroom based	10 days as part of a longer programme. Costs are estimated on the elements of the programme that cover PPS
Firearms Gold Command	£1840 (With accommodation) £1330 (Without accommodation)	5 days	Course is run centrally by the NPIA on a full cost recovery basis
Multi Agency Gold Incident Command (MAGIC)	£985 (with accommodation)	3 days first day centres on generic gold command	Course is jointly run with the Fire and Ambulance Services now on a full cost recovery basis. Since charging, Police demand for the course has fallen.