

IPLDP Stocktake 2008

IPLDP Improvement Strategy

December 2008

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Foreword

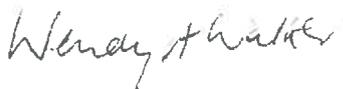
This report is prepared by the National Policing Improvement Agency (NPIA) as the Executive Services for the Central Authority for Initial Police Learning Development Programme (IPLDP), the governing body. The Central Authority commissioned the Stocktake of IPLDP in April 2008 to review progress in implementation and to support improvements in the programme. The Central Authority is pleased to present the findings of the Stocktake as the IPLDP Improvement Strategy for 2009/10.

Central to the purpose of the Stocktake are the requirements of operational policing in protecting the public; building trust and confidence and communities. To this end the police service needs to have a robust, but realistic approach to training new officers for the demands of 21st century policing. The Initial Police Learning and Development Programme, developed in 2005 and devolved to police forces for local delivery from April 2006, responding to the HMIC recommendations in "Training Matters" is such an approach. The Programme needs to be kept under constant review to ensure quality, accuracy, relevance, best practice and compliance.

The Stocktake has provided an Improvement Strategy for IPLDP, set out in the report through the findings from extensive consultation, and presented as eight key recommendations.

The implementation of the IPLDP Improvement Strategy will be a collaborative process, steered and monitored by the Central Authority and delivered by the NPIA Executive Services for IPLDP, engaging actively with police forces.

Implementation will commence in January 2009, when we will launch the Improvement Strategy. We look forward to working with IPLDP Stakeholders across the Service in continuing to develop the skills of existing and future officers and constables.



ACC Wendy Walker
Chair Central Authority



Helen Schofield
Head of Learning Programmes NPIA 17 December 2008

1. Introduction

The Initial Police Learning and Development Programme (IPLDP) replaced Foundation training in all 43 police forces in April 2006. This is a national learning programme devolved to forces for local delivery and assessment which is regulated by the Central Authority through a Quality Assurance Framework. This project is an integral part of the work within NPIA Learning Programmes around Initial Policing training and development.

The first IPLDP qualified officers are now out in forces and the Central Authority considered that the time is appropriate for there to be a Stocktake of IPLDP to:

- identify and develop with forces a shared action agenda for the continuing improvement of IPLDP
- shape IPLDP to fit operational needs and funding constraints
- take account of recent and emerging policing reviews including the Flanagan Report, Green Paper - From the Neighbourhood to the National: Policing our Communities Together.

The NPIA Business Plan and the Green Paper (para. 3.12) have references to the Stocktake and how it is working with the Association of Chief Police Officers (ACPO).

This report describes the Stocktake process, the key findings from consultation, the recommendations, improvement strategy, benefits and proposed next steps.

2. Background

The IPLDP Executive Services within NPJA were requested by the Central Authority to undertake a Stocktake of IPLDP because, with forces, they had identified a number of issues that require continuing support and improvement. The identified areas were as follows:

1. Minimum Qualification Assessment and Funding
2. National Curriculum and Training Management
3. Working with Further and Higher Education
4. E-Learning and the Managed Learning Environment
5. Police Community Support Officer (PCSO) Learning Programme and Accreditation of Prior and Experiential Learning (APEL)
6. Community Engagement and Community Placements.

3. Purpose of the IPLDP Stocktake

The Stocktake provided the Central Authority with a sound basis on which to make continuous improvements to IPLDP, including knowledge and information on how IPLDP is being used in the police service which will benefit other aspects of initial policing including PCSOs and Specials.

The objectives of the Stocktake were:

- to undertake a Stocktake of IPLDP by November 2008
- to work with police forces and key stakeholders to review progress in aspects of the IPLDP Implementation Strategy by November 2008
- to identify future direction of IPLDP by November 2008
- to prioritise the available resources and support required for IPLDP by November 2008
- to develop a shared action agenda for the continuing improvement of IPLDP by November 2008.

The anticipated benefits of the stocktake will be:

- Executive Services and the Central Authority will have a current vision of IPLDP within the police service
- increased number of examples of noteworthy practice
- developed a shared action agenda with forces for continuing improvement of IPLDP
- IPLDP will be better shaped to fit operational needs and funding constraints
- visible engagement with a wide group of key stakeholders, users, and suppliers.

The Stocktake was not an evaluation of the programme. Evaluation of key themes within IPLDP is an ongoing process taken forward by the Executive Services, reported to the Central Authority and distributed to forces. The Central Authority has responsibility for the overall evaluation of the Programme and will address this requirement when a sufficient number of IPLDP cohorts have completed IPLDP.

4. The Stocktake Process

The Stocktake has comprised the following key activities:

- Review of all information held by the Executive Services Teams leading to the preparation of six discussion papers.
- Three listening events held at NPIA sites:
 - Ryton 11 July 2008
 - Harrogate 16 July 2008
 - Bramshill 23 July 2008
- Qualification Workshop 15th September 2008.
- Consultation with Superintendents Association and Police Federation.
- Initial meeting of a Qualification Steering Group 3 December.

- Draft Report to Central Authority 10 December 2008.

The range of approaches to the qualification had previously been identified by the Central Authority in a review in January 2008.

The Listening Events were attended by 149 representatives of all 43 police forces, non-Home Offices forces, Police Federation and academic institutions.

The Qualification Workshop, jointly facilitated by NPIA Executive Services and Skills for Justice was attended by 20 representatives from forces with different approaches to the current qualification. Volunteers from this group were subsequently invited to form a Steering Group, which held its first meeting on 3 December.

In October 2008 Skills for Justice held a series of Regional Consultation Events introducing the new Qualifications and Credit Framework and seeking views on the current Policing NVQs. Whilst not part of the Stocktake these events provided triangulation of the findings from the Stocktake Listening Events.

5. Interim Recommendations in August 2008

Following the Listening Events the following interim recommendations were approved by the Central Authority in August 2008:

- The Stocktake has proved a valuable opportunity for collaboration with forces to identify an agenda for improvement to IPLDP. The Stocktake should continue to complete by the end of November.
- A draft report "Improvement Strategy 2008/10" should be produced for approval by the Central Authority and for wider consultation with forces and key stakeholders. This report will draw together the findings from the Stocktake Listening Events.
- A further consultation event, using the draft report, should be held for Divisional Commanders from all forces in October, to review operational implications.

- The opportunity should be taken to work towards review and restructuring of the IPLDP Minimum Qualification (Level 3 and Level 4 NVQs) using the new Qualifications and Credit Framework (QCF) Units, and aiming to rebalance the work based assessment demand. A core group drawn from forces and the Central Authority should work with Skills for Justice to develop the revised award. Initial proposals should be incorporated into the final IPLDP Improvement Strategy.
- The emerging models for delivering components of IPLDP as pre entry development, and within higher education should be evaluated as a priority. Discussions should be opened with higher and further education about a consistent approach to delivering components of IPLDP in Higher Education (HE) or Further Education (FE). Initial proposals should be incorporated into the final IPLDP Improvement Strategy.
- The opportunity should be taken alongside the above steps to ensure that the PCSO qualification (to be introduced during 2009) can be used as accredited prior learning and experience for IPLDP.

6. Listening Event Key Findings

6.1. Minimum Qualification, Assessment and Funding

The following opportunities for improvement were identified by the workshop:

- Reduction in the number of National Occupational Standards (NOS) units.
- Revision/reduction of the National Minimum Qualification.
- Development of a progression framework incorporating continuous professional development.
- Opportunity to develop a new award which will align with Higher Education.

- Development of an accreditation strategy for the service overall.
- Opportunity to review role of Police Constable (PC) and identify what their core role is.
- Reducing the knowledge range content to what is necessary to know.
- Retaining a qualification as forces have worked very hard to get to where they are now and it is starting to result in benefits for forces.
- IPLDP provides us with an opportunity to attract members of the community who might not traditionally join the police, because we offer professional development and accreditation.
- Need to take account of the context of workforce modernisation and the wider policing family.
- A "dispelling the myth" document, produced by NPIA Examinations and Assessment and Skills for Justice to resolve misunderstandings surrounding assessment issues.
- Development of knowledge assessment for Student Officers prior to independent patrol.
- NPIA could take on role of a single Awarding Body for IPLDP/a single Awarding Body to resolve issue of mixed messages.
- Further guidance for forces regarding how to select and work with an Awarding Body.
- Having a qualification/the National Minimum Qualification (NMQ) as a "safety net", providing evidence that the organisation has fulfilled its responsibilities in the event of disciplinary proceedings.
- Engagement with middle management. Superintendent/BCU Commanders are thought to be biggest barriers. ACPO rank are generally supportive of program it is middle management officers responsible for deploying Student Officers operationally which should be targeted.
- Opportunities of using recently retired officers in A1 assessment.

- Simple guide regarding the Student Officer Learning Assessment Portfolio (SOLAP) aimed at Sergeants. However, the delegate that raised this issue was unclear whether his force were using the revised assessment documentation.
- Skills for Justice have a crucial role in providing clearer guidance regarding the NMQ and assessment and that they should be providing this from the Central Authority to forces.
- Opportunity for Skills for Justice to work with Awarding Bodies and resolve issues through their Awarding Body Forums.

6.2. National Curriculum and Training Management

The following opportunities for improvement were identified by the listening events and the qualification workshop:

- Align Police Trainer Skills and qualifications with the Lifelong Learning UK (LLUK) Framework for teacher and trainer skills.
 - Establish minimum professional standards and qualifications for trainers/tutors including Continuing Professional Development (CPD) and potential link to the Institute for Learning; these standards to apply to Higher Education (HE) providers also. Consider sanctions for non-compliance.
 - Develop a professional register for those in training roles; managers, trainers, tutors, including CPD opportunities and requirements.
 - Establish induction guidance for new IPLDP trainers that provides a framework but enables local flexibility.
 - Establish first line supervisor skills requirement for IPLDP trainers and options to meet this development need; recommended link to leadership development.
- Opportunity to shape the curriculum and resources.
 - Maintenance and updating of the curriculum to ensure less duplication of effort in-force and updates provided in a user

- friendly and accessible way; many were not aware of the Digest or how to access it (e.g. legislation updates provided where links are made to relevant aspects of the IPLDP curriculum).
- Re-organise IPLDP delivery resources to ensure clearer and simpler navigation, user friendly, and accessible.
 - Establish competence benchmarks at key stages of the curriculum.
 - Review curriculum and re-develop modular approach to identify initial knowledge and understand and address in first x weeks, then build on this relevant to role.
 - Quick notes to be published with index, usability review, preface, linked to learning outcomes, etc.
- Opportunity to understand how the curriculum can be used.
 - Establish guidance regarding a 'protected learning environment'. Ethos being officer development taking into account local policing priorities rather than local policing priorities and then officer development.
 - Map NPIA session resources to learning descriptors.
 - Develop supporting guidance for deliverers as to what is available and how they access resources.
 - Develop a user group/forum for trainers and users of the IPLDP curriculum.
 - Significant support for a forum to share good practice, receive updates, network with others in similar roles, engage with HE; a face-to-face forum was requested rather than virtual forums although they could supplement.
 - Forums on a regional and national basis with a strong agenda where tangible outcomes achieved.
 - Re-establish e-forums and promote value and use.

6.3. Working with Higher and Further Education

The following opportunities for improvement were identified by the workshop:

- Opportunity for NPIA, Skills for Justice (SfJ) & Central Authority to work together to develop HE Frameworks, funding agreements and guidance including:
 - Standard interpretation of Higher Education Funding Council England (HEFCE) funding, definition of open and closed courses, pre-entry.
 - Advice to enable us to negotiate with university on a more equal footing- especially with regards to HEFCE regulations and funding.
 - Consideration of a generic business case model to answer the question "is it right for us?" when looking at partnerships with F/HE.
 - Would FE/HE be flexible enough to cater for changing levels of recruitment and periods of no recruitment.
 - At present no system exists to accredit prior learning to cater for students who wish to transfer between forces.
 - An understanding of the Quality Assurance (QA) and inspection process in the university.
 - What does a university have to do to produce a qualification.
 - What happens if officer fails academic input? - as linked with NOS they are failing underpinning knowledge- generally they also have problems on division as well.
- Opportunity to use the review of the minimum qualification and the National Qualifications Framework (NQF) to align ILPDP to Higher Education Awards.

- Opportunity to Evaluate the benefits for the service and the officers of the pre-entry, pre-join options.
 - Vision of multiple entry routes - some lower than foundation degree, some higher. Could we facilitate multiple entry options - may increase pool of available people - greater range of skills.
 - Clear career progression and career pathways supported by on going accredited learning.

6.4. E-Learning and the Managed Learning Environment

The following opportunities for improvement were identified by the workshop:

- Increase awareness of the E-Learning available to support IPLDP.
- Build opportunities to change the training culture, recognising that learning and development should be a joint responsibility with some emphasis on the individual, some on the organisation and some on the line manager to ensure continuous professional development.
- Develop guidance and endorsement for protected learning time.
- Review the extent of need for centralised data collection.
- Develop the wider business case for alternative learning delivery methods, including efficiencies and consistency.
- ACPO Lead could perhaps be more outwardly encouraging of the use of E-Learning.
- Use the Senior User Group to promote E-Learning for IPLDP and communicate with IPLDP Project Managers.
- IT departments need to be engaged in E-Learning Strategies to support Managed Learning Environment (MLE) and provide access PCs and laptops.

6.5. PCSO Learning Programme and APEL

The following opportunities for improvement were identified by the workshop:

- Achievement of national consistency in PCSO learning and development.
- To engage key stakeholders with early awareness of results of the PCSO Review and clarify some of the different viewpoints that were raised.
- To consult key stakeholders on areas for future working and identify enablers that will support the progress of national initiatives.
- To actively engage in embedding neighbourhood policing through a key facet of L&D.
- To establish consistent guidance within a simple framework for APEL between programmes.
- To further align a PCSO qualification through the introduction of Qualification and Credit Framework (QCF) in November 2008.
- All training direction given by NPIA to be Mandatory.
- Bring the wider policing family together with regular PCs and join up training.
- Set a timely national standard before forces go ahead with local bespoke products.
- To have the Potential to achieve efficiencies regarding cost reductions, consistency (Save money by APEL).
- Secure funding for PCSOs at a National level.
- To have a workable and achievable assessment process.

6.6. Community Engagement and Community Placements

The following opportunities for improvement were identified by the workshop:

- Develop a network or process to share experiences; most delegates found workshop a useful medium for this and would like this sharing to continue.
- Provision of guidance on what needs to be achieved, and clearer definition of placement and engagement. There is possibly too much lateral interpretation of the rules in this area.
- Most forces like the 80 hour target but they would like more structure to placements over the full two years of the programme. There was some discussion of defining the placement by learning outcomes as opposed to time, but recognition that this may divert attention, as such the time requirement should be retained.
- To develop reciprocal partnerships with the service offering placements to other organisations.
- Develop study skills guidance.

7. Recommendations from the Stocktake

The following recommendations were accepted by the Central Authority on 10 December 2008 and the number(s) in brackets within each heading refer to the Listening Event Key Findings (paragraph 6):

7.1. Qualification and Assessment (6.1, 6.2,6.3)

The service should take the opportunity of the lifecycle of the two Policing NVQs, and of the introduction of the new Qualifications and Credit Framework (QCF), to develop an initial policing qualification framework on the QCF, to assess the initial policing curriculum that incorporates:

- a. A minimum qualification defining independent patrol and competence in role.
- b. Reduction of the burden of assessment, embedding generic learning outcomes, encouraging incident led assessment, and strengthening the role of front line supervisors in the development of student officers.
- c. Relocation of assessment from the operational environment to a training environment where appropriate supported by guidance on suitable and proportionate assessment.
- d. Embedding the assessment of behaviours in the assessment of competence by March 2010.
- e. Clear identification of those parts of the overall curriculum which need to be assessed by March 2010.
- f. Identification of learning which can be achieved and accredited prior to recruitment as a police officer (or other policing role), forming a component of the initial policing qualification framework, and capable of being achieved pre or post joining.
- g. Alignment of the curriculum and credit with Further and Higher Education Awards by March 2010.

7.2. Accreditation of Prior Learning (6.5)

- a. The qualification for PCSOs, required by the PSCO strategy and indicated in the Green Paper and the Flanagan review of policing should be developed within the same structure as the initial policing qualification, enabling accredited prior learning, for those PCSOs wishing to continue into police officer role.
- b. The opportunity should be taken to work with the Workforce Modernisation Programme, to review any other initial policing qualification requirements and to align the assessment requirements as appropriate.

7.3. Evaluation of Pre Joining Schemes (6.1)

- a. An evaluation of Pre -Joining Schemes should be completed by 31 January 2009, in order to inform the qualification development project.
- b. Guidance on the development of Pre - Joining Schemes, and the business case for the investment should be produced following the qualification development project by Summer 2009.

7.4. Review of Initial Policing Curriculum (6.2)

- a. A high level review of the training implications of the developments in the police officer role since 2002 should be undertaken in response to the Green Paper, particularly to ensure that the IPLDP Curriculum Team has identified and incorporated all significant changes in the initial policing curriculum. Review to be complete by 31 January 2009.

7.5. Community Engagement (6.6)

- a. The requirement for a Community Placement of a minimum of 80 hours should continue to consolidate the successful involvement to date.

- b. A Forum for exchanging noteworthy practice on Community Engagement/Community Placements should be established by March 2010.
- c. Forces should be invited to work together through workshops to share and improve practice in community engagement and the use of community placements by March 2010.

7.6. Training Delivery (6.2)

- a. A regular Training Delivery Forum should be established by the NPJA to bring training managers and trainers together to support the development of skills and to share innovative and effective learning methods appropriate to initial policing, including E-Learning and Immersive Learning.

7.7. The Managed Learning Environment (6.4)

Following the completion and implementation of the new qualification the need for centralised registration and tracking on the Managed Learning Environment should be reviewed by March 2010.

7.8. A Handbook

A Handbook to guide users through IPLDP will be produced by September 2009.

8. The Benefits

The anticipated benefits of the Stocktake were:

- **Executive Services and the Central Authority will have a current vision of IPLDP within the police service.**
The process has enabled wide consultation with all forces about the current implementation, commitment and future vision for IPLDP.
- **Increased number of examples of noteworthy practice.**
The recommendations include setting up two forums (potentially linked and exploiting social networking technologies) to generate and share noteworthy practice about training delivery methods and community engagement/involvement.
- **Developed a shared action agenda with forces for continuing improvement of IPLDP.**
Subject to further communication to forces but the events to date, including the Skills for Justice events have confirmed a consistent range of views which have been reflected in our recommendations. The Qualifications Workshop and the emerging Steering Group are demonstrating a strong partnership approach to the next phase of ILPDP.
- **IPLDP will be better shaped to fit operational needs and funding constraints.**
This is a key theme throughout the recommendations and is perhaps the clearest shared commitment across all forces, NPIA and Skills for Justice.
- **Visible engagement with a wide group of key stakeholders, users, and suppliers.**
As above, the engagement from IPLDP teams in forces has been strengthened. It now requires to be maintained. It has not proved possible to engage actively with operational commanders in forces.

9. The Next Steps

The next steps will include:

- 9.1. Development of a Project Initiation Document (PID) for The IPLDP Stocktake Implementation Project, to form a major part of the work programme for the NPIA IPLDP Project Board, reviewed by the Central Authority, for 2009/10. The PID will identify resource implications.
- 9.2. Work streams within the PID will include each of the approved recommendations.
- 9.3. The Qualification Workstream to be led by the Qualification Steering Group, whose Terms of Reference should be approved by the Central Authority and to include design, development and implementation of the new qualification framework.
- 9.4. A Communication Strategy including Launch of the Stocktake Implementation Project to be taken forward in January 2009.

