

PROFESSIONAL DEVELOPMENT SUB-COMMITTEE

Introductory Comments

Responsibility for delivering learning, training and development within the Police Service should be at the heart of local policing. We are committed to our vision of being a staff association that helps and supports its members through a world class network of local and national officials who not only understand the issues, but can influence change that benefits the service and our members. Meeting these challenges is not easy and requires a significant contribution at local Joint Branch Board level.

A lack of appropriate skills or failure to ensure assessment of competence are amongst the biggest single causes of police failings from leadership to vocational ability; there being no rank barriers to the mission for excellence in police learning, training and development. Through our work with Joint Branch Boards and in influencing police training managers and ACPO, we will strive to address local and national deficiencies as effectively, efficiently and as robustly as possible.

We are already realising benefits from working with the wider training network groups, such as Skills for Justice, NPIA, ACPO, APA, force training managers and other stakeholders. The improvements that can be made are there to be achieved, but to make continued progress we need local support that ensures professional development issues remain at the heart of local Federation engagement, at JBB meetings, but also with regular contact not only with force training managers and Chief Officers, but by regular contact with members who will tell you what they believe should and must be done for the good of all.

Joint Branch Boards are at the heart of the process and provide a platform to build upon to bring about further improvements. We have established a very successful partnership with the local Joint Branch Board Professional Development Leaders in order to provide feedback and comment on a regular basis to ensure that we remain focused on the key professional development issues.

The following provides an outline of our current views and provide an overview of the JCC position in relation to our aspirations and position with regard to professional development matters.

This has been designed in order to better understand some of the key issues that need to be addressed at both a local and national level, the one principle aim of this document is to try and provide a platform of standards and consistency which is key to ensuring robust and informed representation in order to influence.

It aims to provide sufficient and appropriate guidance to encourage all Joint Branch Boards to share the mutual benefits of providing one vision through one voice.

We know that consistency and delivery across England and Wales will not be without its challenges, but we will work together to ensure the goals of both the national committee and Joint Branch Boards are achieved and that underpinning our activities is the welfare and efficiency of the members we all serve.

There are now real opportunities to demonstrate our ability to make a real difference and that the Police Federation of England and Wales are recognised for the quality of work and commitment that they provide across all Joint Branch Boards and with stakeholders in addressing the wider police agenda.

WHAT'S THE VIEW OF THE POLICE FEDERATION OF ENGLAND AND WALES ON...

Initial Police Learning and Development Programme (IPLDP)

The programme is a fundamental change to what preceded it and is concerned with developing a national curriculum, freeing up funding for forces previously allocated to Centrex (now NPIA) and supporting forces for delivering it through more community involvement. It provides workplace training and is based on a national curriculum derived from national occupational standards (NOS).

Whilst we appreciate that much good work has been undertaken, we are concerned that we have witnessed the abandonment of a nationally recognised, resourced and funded system which was standardised, consistent and capable of change. No doubt some forces will be better equipped, resourced and financed to deliver the training required than others; only time will tell.

It appears that force training structures, support and organisation for student officers is becoming unnecessarily complicated and disjointed in striving for a common standard. There are now 43 variations on a theme. Many student officers are not being properly supported at local level with competent and regular assessment as they develop in their new and demanding role. There are some really good examples, but others are being let down. There must not be any dilution of nationally acceptable standards.

Since April 2008, the National Police Improvement Agency (NPIA) has been undertaking a 'stock take of progress and achievement' in relation to current practices on the operation of IPLDP at a local level, which reported at the end of 2008 and is being further developed. Together with these forces they have identified a number of issues which require continuing support and improvement. The main areas being assessment, a single curriculum, tutor and trainer qualifications, use of e-learning, community engagement and working with Further and Higher Education.

Whilst early indications suggest there is still strong support for the fundamental principles of IPLDP, there is still room for improvement. A new Qualifications Credit Framework is also under development that will offer greater flexibility than an NVQ. There are also pay implication issues in relation to a student officer's second increment before being signed off for independent patrol, which are being followed closely in the interests of our members. We have secured a place on the IPLDP Central Authority responsible for governance of the programme.

National Police Promotion Framework (NPPF)

The police promotion trial incorporating work-based assessment was the focus of a considerable amount of attention during 2008.

The initial trial began in seven forces in March 2005. An independent evaluation was conducted that reported in December 2005. Due to a lack of standardisation and clarity across the process, the police minister decided in April 2006 against rolling it out to all forces but to continue with a second phase of the trial in the forces engaged. The trial restarted in June 2006 with four steps, and the introduction of a mandatory operating manual, quality assurance framework and compliance procedure.

The purpose of the trial is to assess, review and evaluate the use of work-based assessment in the promotion process to prove the validity, reliability, equitability, fairness and cost-effectiveness of the project. The outcome will determine the decision to be made by the Police Promotion Examination Board (PPEB) and minister to promulgate the process throughout the service to replace OSPRE.

Following the outcome of a consultation in January 2008 the PPEB decided by a majority decision to recommend a phased rollout of the trial to all remaining forces from 1 April 2009 over a three year period. The Minister agreed with this recommendation in February. However, by March the minister had reviewed the decision, and although in agreement with the April 2009 target for rollout, wanted to see further evidence that the concerns raised by the Federation over standardisation and consistency in the trial forces had been overcome.

The Federation had meetings with the police minister in July and September to discuss the process which had now been renamed the National Police Promotion Framework (NPPF). We still had concerns in relation to standardisation, consistency, resources, resilience, capacity, assessment, cost and sustainability.

In September the NPIA provided a submission to the police minister which set out two options – to go ahead as originally intended, or to introduce a licensing regime where forces would be expected to meet criteria.

On 17 September the police minister announced that he wanted to see a strong version of the licensing option and has asked the NPIA to work with stakeholders, including the Federation, to put in place a licensing system which will ensure that the operation of the promotion framework is underpinned by:

- High standards with regards to equality and diversity.
- A robust and fair performance and development review (PDR).
- National assessment standards.
- Reduced bureaucratic burden.

Back in March it was agreed to establish a Police Promotion Implementation Project Board (PPIPb) to oversee the project and attempt to resolve issues and concerns. The Federation is represented thereon in order to ensure product assurance particularly in the four areas identified by the police minister. It was anticipated that forces would

be able to make application for the license in April 2009 with a possible roll-out in autumn 2009.

However, at the January 2009 meeting the Joint Central Committee adopted the following policy:

‘The Police Federation of England and Wales no longer support the National Police Promotion Framework because of a lack of confidence that it can deliver sustainable national standards.’

The reason for this decision being that:

1. The PPEB and NPIA are unable to guarantee compliance with the NPPF.
2. There is no effective governance process to ensure forces comply with the NPPF.
3. There is no effective underpinning PDR and assessment structure process
4. There is uncertainty and a lack of clarity in respect of the actual cost for the implementation of the NPPF
5. There has been a failure to comply with the statutory duty to promote diversity under the race, disability and gender duties to promote equality. An adequate Equality Impact Assessment has not been undertaken which identifies whether replacing OSPRE Part II with the NPPF process will have a disproportionate impact on people from minority groups.

The Police Federation and Superintendent’s Association wrote to the Police Minister and Chair of the PPEB in February. As a consequence, at the March meeting of the Police Promotion Examination Board, it was agreed to trial a promotion framework in the current seven trial forces and an additional three forces over the next two years.

The new trial, which incorporates the best of OSPRE and NPPF, will be set within the context of a holistic approach to promotion backed by the new Police College of Leadership. This approach has the support of all stakeholders including the Police Federation.

Personal Development Review (PDR)

The effective and efficient use of PDR is central to learning, training and development specifically and workforce modernisation more widely. However, we believe it is far too complex, over engineered, bureaucratic, undervalued and remote from HR and IT processes to hold any real intrinsic value at present.

We believe there needs to be an improvement in the take up and understanding of PDR as an important part of performance management. All forces should be implementing their PDR systems in line with Home Office Circular HOC 14/2003, to ensure they are fully integrated with all HR and IT functions in a bid to improve frontline operational performance and programme delivery. We believe it is imperative that there is more standardisation, simplicity, meaningful and beneficial integration and less bureaucracy. To that end a ‘root and branch’ review is needed.

There is far too much misunderstanding and lack of confidence by front line officers in the PDR process, which has little credibility and seen by many as nothing more than an annual quantitative accountable process that achieves very little.

We fought hard and were successful in the PDR now being an integral part of the new National Police Promotion Framework and for the service to call for a meeting in December 2008 of all stakeholders, including members of the PFEW Professional Development sub-committee, to look at a way forward for PDR's across the service.

The common themes with PDR's are...

- The PDR is seen as a paper exercise with little point in it.
- Little understanding about how it should be completed.
- The PDR is bureaucratic and complex – e.g. too long with too many activities and behaviours.
- The development aspect of the PDR is lacking.
- The PDR is not well aligned with other HR processes – e.g. training/promotion/C RTP.
- The training on the PDR process is poor or non-existent.

Core Leadership Development Programme (CLDP)

The CLDP aims to develop the leadership and role skills of post-probationary constables, sergeants, inspectors and police staff. The emphasis of the programme is on the personal and professional development of leadership and managerial skills. The goal is to improve individual performance and ability and provide a better service, both internally and within the communities being served.

The programme offers blended learning through self-managed work books or e-learning using multimedia learning tools supported by workshops to help consolidate the learning. There are seventeen workbooks and e-workbooks covering the various modules. The programme is linked to a qualifications framework through the Chartered Management Institute

Generally, there has been an improvement during the past 12 months with varying degrees of participation. But there are notable exceptions. Unless successful strategic intervention takes place, it is anticipated that some forces will not engage at all. However, we appreciate that the NPIA is focussing resources in this area and that the programme is undergoing a review with a view to a complete revision in order to improve it; which we welcome.

We believe there should be more financial and chief officer support within forces as well as the provision of protected learning time and access to equipment for participants. The programme has our support but there is recognition that there is room for improvement.

Professionalising the Investigation Process (PIP)

This process aims to accredit police skills in the investigation of crime and identify properly trained officers to carry out specific functions in line with accepted common national standards. The process is closely linked to NOS and PDR.

A series of regional seminars took place across the country during 2008 to promote the ACPO Investigative Interviewing Strategy and the new supporting Investigative Interview Learning and Development Programmes. The materials were also presented at the October National Investigative Interviewing Conference. An SIO Registrar was also appointed. The registration and CPD framework for Level 3 Investigators has been approved and the Registrar will be working to an ACPO Homicide Professional Development Committee. The NOS for Supervision and Management of Investigations has now been finalised. The PIP programme team are working with the Core Leadership Development Programme team to produce an investigation supervision and management module within the CLDP which, it is hoped will be ready for March 2009.

All the Metropolitan forces currently deliver the Learning and Development Programmes that support PIP for 'new to role' individuals, but not all these forces are assessing existing investigative staff against the NOS for their role. There is still resistance to the assessment bureaucracy created by the compilation of extensive portfolios. What is also obvious is that some forces are unable to assess against the NOS because of the inadequacy of their current PDR systems, which are still predicated upon the ICF framework. The Assisted Implementation Team have identified and are promoting good practice in relation to IT systems which allow assessment against the NOS and incident led assessment, whereby individuals are able to demonstrate the majority of the performance criteria whilst conducting their daily roles. This would not require the compilation of an extensive portfolio.

National Police Improvement Agency (NPIA)

The NPIA came into being in April 2007. The service is desperate for some leadership and direction from them in the area of learning, training and development, which at long last is starting to bare fruit in some key areas, such as leadership, promotion, IPLDP and qualifications.

Leadership

During 2007, the NPIA formed the Leadership Strategy Board, whose main role was to develop, recommend and oversee future leadership training in the Police Service. A main strand of the work of the board is to reconfigure and in part redesign the current High Potential Development Scheme (HPDS). The board's first decision was to close the current scheme to all new entrants in order to bring in a new scheme from April 2008.

We have through our representation on the Leadership Services Council, which directly feeds into the strategic board, been actively involved in the consultation process for the redevelopment of the new scheme and also to ensure that current

members of the scheme are treated equitably and openly in their possible transference to the new Scheme.

The new three stage process went live in October for constables and sergeants and has been designed to be tough to get on and tough to stay on. The new scheme caters for existing members who were on the old scheme.

The revised HPDS was re-designed in 2008 to provide a more structured programme than previously, with fewer officers on the scheme and is now open to constables and sergeants only.

By the end of July 2008, 84 officers were selected to make up the first intake of the revised HPDS. These officers have been identified as being the very best as they have demonstrated the potential to be the leaders of the future. The HPDS will help them realise the potential that they have demonstrated.

The selection process is divided into three stages, with the aim of identifying the most exceptional candidates with the potential to progress to senior ranks. The final stage requires candidates to undertake a challenging selection process at an assessment centre to take a series of tests, including written exercises, interactive exercises and an oral briefing exercise. The tests were developed with the assistance of senior officers to ensure they examined the necessary skills and abilities.

Results have shown that no stage of the selection process unfairly discriminated against any particular groups and successful officers come from most forces and from a range of service backgrounds and experiences.

The revised HPDS programme is being jointly developed with Warwick Business School and leads to a Masters qualification in Police Leadership and Management. It is based around three key leadership modules:

- 1. Professional policing skills:** This module will provide HPDS members with the necessary operational leadership skills, so they can understand the effective and efficient use of resources, command skills and risk management principles;
- 2. Business skills:** This will provide HPDS members with an understanding of financial, resource, ICT and change management principles necessary for operational delivery, so they can deal with a constantly changing environment;
- 3. Executive skills:** This module will provide HPDS members with a strategic understanding of governance and partnership arrangements, so they can articulate their future vision and effectively negotiate and influence others in a complex and sensitive context.

HPDS members will also undertake a personal awareness module examining areas such as emotional intelligence, leadership styles, personal integrity, ethics, standards and values.

Members will be continually assessed both academically and in particular the workplace. They will only be able to move on to the next stage of the programme if

they successfully complete each stage and can demonstrate potential to at least superintendent level.

Some commonly asked questions:

- **Why did the HPDS change?** During consultation it became clear that scheme membership needed to be more tightly managed, and that the scheme had become a broad development scheme rather than a structured scheme targeted at the leaders of tomorrow's police force.
- **Did applicants have to be a graduate already?** No, the scheme is open to non graduates and graduates alike.
- **Are probationers or student officers eligible?** Yes, they are.
- **Why are ability tests used?** The tests, which were in effect, the same type used for selection to the Strategic Command Course, have proven validity. That is, people who do well in these tests tend to do better at elements of the target job. They can also show that an applicant has the core ability to deal with the academic requirements. There is also a number of tests being used, not just one, so that a lower score in one would not necessarily disproportionately affect an officers success. Also, if there are far too many officers recommended, they would be the fairest and most valid way to put officers in a merit order to determine who should be invited to the last stage.
- **What is the consolidation period?** In the first 2 years, officers will take a diploma level academic qualification related to policing. We want them then to apply this learning in the workplace and show over a period of years that they are operationally and managerially competent in the workplace. If they show themselves to be so, they will then be eligible to apply for the last Stage which is the Masters qualification.
- **Why can't inspectors apply?** The rationale is that the scheme is aimed at those newer in service who will benefit more from a structured programme. If inspectors were permitted to go on the scheme, they could, like before, take up a disproportionately high number of places. Also forces have more capacity to develop officers at this level who should also be more able to take control of their own development.
- **What is happening to those currently on the scheme?** Those currently on the scheme will should they remain suitable, stay on their current programme, which will continue with promotion pathways, leadership programmes and other forms of support until 31 March 2010. In some cases, such as where officers joined the scheme relatively recently, support will be provided for a further two years on a case by case basis.
- **What have we asked forces to do?** Forces have been asked to actively review the status of officers who are current members of the scheme. Those officers who are not clearly and consistently demonstrating the commitment, desire or

- **What support will there be for existing members?** An updated range of courses is being offered to existing members until 31 March 2010. Regional scheme managers will continue to offer support to ACPO advisors, force contacts and current scheme members. Decisions on applications for academic sponsorship have been taken on an individual basis and awarded to those who applied.

The Leadership Strategy Board and Council have since April been replaced by a Workforce Strategy Board and Council

Qualifications

We are very much in line with how changes to work force skills and competencies are measured. In part, some of that measurement is based on relevant and meaningful qualifications that apply to the rank, role or activity within the organisation. Consequently, there is broad acceptance of the need to move the workforce in this direction. There are of course a number of caveats concerning this, some of which we have mentioned, but primarily, we must ensure that qualifications are relevant, accessible and properly assessed against occupational requirements. Transferable qualifications should be encouraged, provided they fulfil the needs of the job and meet the standards expected.

One other factor is that qualifications in themselves cannot and should not be used as a mechanism to indicate overall competence. Qualifications of the relevant standard are there to check knowledge and understanding, being used to enhance and improve vocational competencies and skills that the service is desperately in need of securing.

Assessment

We believe that assessment forms an integral and crucial part of the overall success in ensuring a competent workforce. We are, however, of the view that the mission to create a 'Rolls Royce' model of quality assurance and standards of assessment, whilst commendable, is in practice over engineered to a significant degree. There is room to improve on what quality we are able to offer currently, but trying to meet the high levels of A1 assessing for a host of roles and functions measured against the ability to deliver is and will remain a none starter for a whole host of reasons, including resource and financial demands that are incapable of being met in many forces.

The service needs to recognise outside the silos of different strategic groups, often led by HR people, that the pressures and demands on front line officers particularly, is enormous and in reality in most forces the ability to meet the expectations and standards cannot be achieved.

We advocate a complete re-view of the structure and process of assessment. In simple terms, we feel all three ranks up to Inspector level have a key role to play in this. Certainly, Constables and Sergeants are pivotal in ensuring quality assurance of front line policing, with Inspectors taking a more pro-active overseeing role. These people

through people management training and skills development should be able to assess vocational competence linked to knowledge checks.

Overarching this should be a structured group of qualified assessors and verifiers, ensuring that standards are consistently applied and people are meeting the criteria for fair and transparent treatment.

Our vision to re-align supervisory standards to the level experienced many years ago, can be achieved, but only if the executive of the organisation will accept the need for a fundamental acceptance that sergeants and inspectors must receive the appropriate level of training input to facilitate their learning and development that comes not only with needs on promotion, but based on regular quality assurance checks as to their supervisory competence to assess their staff.

To achieve this, there has to be lead top down leadership, with bottom up feedback in terms of delivery and quality assurance.

Quality Assurance Framework

We are entirely in agreement that in order for any single or collective part of the learning, training and development portfolio to be delivered and made acceptable in terms of delivery and standards, there has to be a QAF that measures performance and robustly challenges failings or lost opportunities. We believe that such a framework needs to be structured in numerous layers of management standards, led from HMIC, Home Office and NPIA downwards.

It is our view that QAF underpins the whole mechanism and process of delivering acceptable learning, training and development, and until all component parts of the framework are put in place, then the effective management of any system is seriously hindered, if not disconnected from what the overall aims and objectives are. Examples, we see are intrinsic to this process and include sufficient resilience within the workplace, adequate funding and resource allocation that meets the needs of the organisation. At this time, there is far too much disproportionate commitment and investment within forces in terms of training and meeting the needs of the job, that there is sufficient reason to be seriously concerned regarding the future.

Above all quality assurance comes from leadership, where those having been given the responsibility of their position take on board the need to manage a workforce who has the necessarily skills, knowledge and understanding to deliver what is expected of them and their teams.

Leadership development, communication and training are woefully inadequate and as a consequence impacts on the ability to quality assure policing practice.