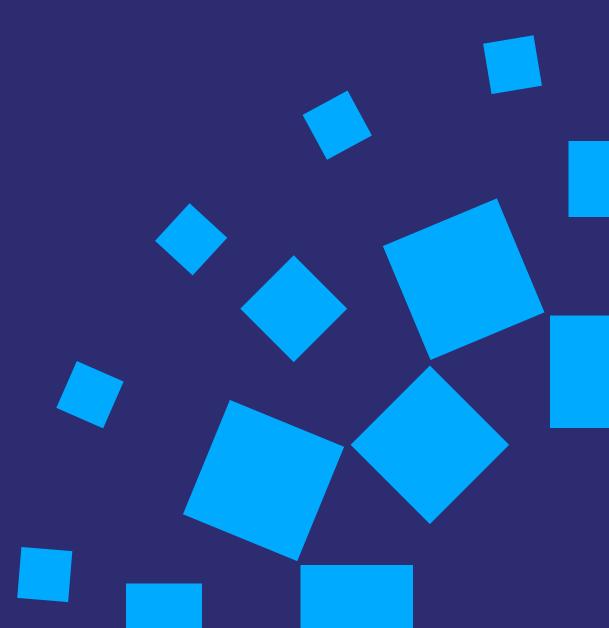


Working together to prevent crime

Fundamental review of the College of Policing Full report



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Foreword by Nick Herbert



When, as Policing Minister, I established the College of Policing, my ambition was to improve leadership, standards and professionalism in policing. Ten years on, it is sobering to see that many of the challenges facing the service remain, and in some cases have increased. The College itself has, to be candid, had an uncertain start, doing good work but failing to fulfil its potential.

So, when I became Chair last year, I immediately instituted a fundamental review of the College, its role, its effectiveness and how it operates alongside other organisations in the policing landscape. I wanted to ensure that, as the professional body for policing, the College is highly valued by every section of the service, from the newest recruit or member of police staff to the most experienced chief officer. After extensive consultation, the feedback was stark. The College was seen as too remote from the service and of insufficient utility to frontline officers. Change is clearly needed.

There was widespread support for what the College aims to do, and undoubtedly an effective professional body is needed now more than ever. The service faces many challenges, from its relationship with Black communities and its ability to protect women, to the need to respond to ever-changing crime threats. The culture within policing is under the microscope, with serious questions being asked about leadership and professionalism. The public rightly expect the highest standards.

Alongside this, a significant investment in officer numbers will lead to almost 50,000 new recruits entering policing in the next few years. This is a seismic turnover within the service, and these officers are at the vanguard of a significant potential change in policing. They need to be trained to the very highest standard, supported to develop professionally, and equipped to exercise the leadership that is needed at every rank of the service.

The government, in its Beating Crime Plan, is rightly setting expectations on the police that, along with the demands set by local communities through their police and crime commissioners, need to be met. A stronger College, working for all in policing, is needed to help drive the change needed to meet these expectations.

Every day, the College shows what it can achieve. The focus on evidence-based policing and what works has changed the attitude to research and evidence in the service, and the creation of Authorised Professional Practice and other guidance has set clear standards for forces in the best practice to respond to crime and policing challenges. The Strategic Command Course for the most senior leaders provides excellent development for the next generation of policing leaders to lead the service. More recently, the response to the COVID-19 pandemic and changes to the way the College's work is developed and delivered shows promise. But this review makes it clear that much more in this vein is needed.

With its new leadership, I believe the College can reform and meet the expectations that the service is rightly placing on us. In Andy Marsh, we have an experienced and respected policing leader who is committed to delivering the change needed. This is an exciting time for the College, as we learn the lessons from this review, reset our ambition and set a new vision for the organisation.

For all the problems confronting the service, I have never lost my admiration for the thousands of committed police officers and staff who - day in, day out - do a great job for the public in difficult circumstances. They deserve to have a strong professional body alongside them, supporting them with better training, high-quality professional development, and the practical help they need to cut crime and keep people safe.

Foreword by Andy Marsh



Throughout my 34 years in policing, I have seen thousands of examples of courage, professionalism and leadership, many of which have been admired nationally – and even globally. Policing is full of dedicated officers and staff who work selflessly to make a difference every day.

However, we all know of examples where a police officer or member of

staff has failed to abide by the standards expected by the public, which has rightly led those who we serve to question us. Each example underlines the need for a strong and effective professional body in policing.

The demands and challenges placed on officers and staff, which are often overwhelming, mean that they rarely have the opportunity to reflect and learn – or sometimes, even look after themselves and their own wellbeing. These challenges should never be an excuse, but if they are not addressed by strong leadership, they can create breeding grounds for the wrong type of culture.

The College of Policing must take a lead role in helping officers and staff to overcome these barriers. To do that, a new deal needs to be struck between policing and the College, and this fundamental review sets out the terms of that new deal.

We must improve our understanding of what officers and staff need. We must also draw upon the best from within the service and beyond, via a new approach to secondments into the organisation. We need a new, fair and transparent approach to funding the services that the College provides, while pursuing our ambition to ease our funding burden by increasing work in wider markets. We must become the dynamic, relevant and connected professional body that we were created to be. Our renewed mission is to drive consistency where both the public and the service expect it, to boost professionalism across the service through standards and sharing knowledge, and to improve leadership at each level.

In delivering our mission, we are in a unique position to solve national problems. We know there are many benefits for communities being able to receive policing services from trusted local forces and constabularies. However, only the consistent development of skills, knowledge and leadership can produce lasting culture change across the whole service. We will seize the opportunity presented by our position, work closely with our partners and achieve improvements for the public.

The work to turn the review into action has already started. We will be setting out a four-year strategy and clear business plans to show how we intend to implement the findings of the review as quickly as possible. We won't achieve the scale of our ambition overnight, but I am confident that the findings of this review, combined with the committed efforts of the people who work across the College, will mean that policing's professional body will provide real value to the service and the public in the coming years.

Fundamental review

A fundamental review of the College was launched by the Chair in March 2021 with two clear aims:

- to conduct a fundamental assessment of the College, its role, its effectiveness and how it operates alongside other organisations in the policing landscape
- to ensure that, as the professional body for policing, the College is highly valued by every section of policing, from frontline officers and staff to chief constables and police and crime commissioners (PCCs)

The review considered the College's role in all aspects of policing, from how well the College supports professional development, shares good practice and sets standards, through to how useful people working on the front line find the College's services.

The review also looked at the relationship between the College and other policing organisations, and at how well equipped the College is to support the police service to deal with future challenges.

The evidence base

The evidence base was developed through face-to-face interviews, a written call for evidence and focus groups.

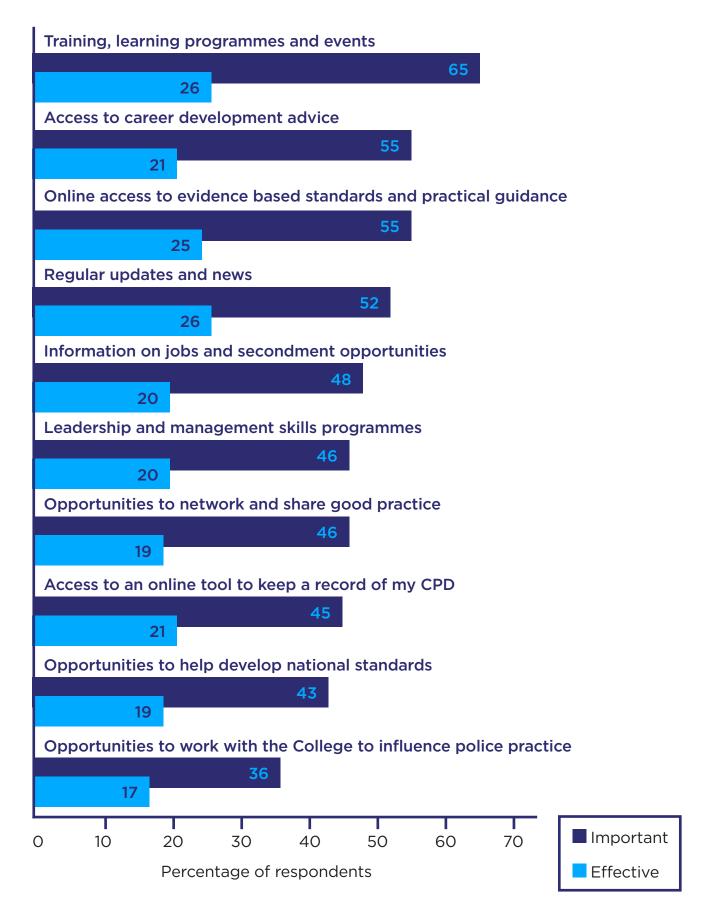
- Interviews were conducted with around 80 stakeholders, including chiefs and senior officers, staff associations and support networks, other policing bodies, PCCs, unions, academics, consultants and other professional bodies.
- The written call for evidence received around 90 submissions from frontline staff, forces and College staff, as well as those represented in the interviews.
- Focus groups have been conducted with College staff, officers and police staff in forces.
- Visits, both virtual and in person, have taken place with forces across the country.
- Questions relevant to the fundamental review were included in the biennial survey of police officers and staff conducted at the start of the summer.

Survey

An analysis of a survey of approximately 15,000 officers and staff shows the gap between expectations of the College and delivery against them.

Figure 1 shows survey results comparing the percentage of respondents who said products and services were important to them against how effective they feel the College is in delivering them.

Figure 1 - Officer and staff expectation against College delivery



What we do well

The College impact

Stakeholders praised the impact that the College has had on policing in critical areas.

- The College has done good work over its history to move evidence-based policing from an academic theory into an operational reality in many forces. New evidence-based guidelines have been an opportunity to embed this approach into standards and guidance for forces.
- The existence of the What Works Centre is positive and can offer useful ideas to officers. However, it should be more accessible and practical.
- The work on policing futures and perennial problems has, for the first time, attempted to engage with the challenges for policing coming in the future and the systemic problems the sector needs to address. The service, though, has not sufficiently embraced this.
- The concept of Authorised Professional Practice (APP) has been praised as a way of setting clear and comprehensive standards.
- In high-risk areas of policing such as firearms, undercover or public order – the standard setting, training and accreditation work well, are widely used and help officers and forces to mitigate risk.
- The wellbeing programme and Oscar Kilo are very popular with officers and their products are well regarded. However, very few people know that this is connected to the College.
- The efforts to improve access to College products, particularly through the work on the website, were recognised, although there is further to go.
- The College has a large number of people who are passionate about policing and want to see improvements. There is a huge amount of activity taking place between forces and College staff on a day-to-day basis. This is not sufficiently visible to wider policing, nor always targeted in the right way.

Senior leadership

The work the College does to develop senior leaders is of benefit to the service.

- The College has a range of continuing professional development (CPD) products available for senior leaders, which are well used and well regarded. There is an opportunity to build on this success throughout the ranks.
- The Strategic Command Course (SCC) is widely praised and supported. It is not always immediately identified with the College, nor is it always clear how the curriculum and activity serves wider College aims. The ongoing review is an opportunity to address this.
- While there have been concerns expressed about previous police national assessment centre (PNAC) process, it is generally considered to be a rigorous process. The review of PNAC and the SCC will be used to address some of the specific concerns.
- PCCs particularly praised the support offered for chief constable appointments, although many have not taken advantage of the function and it could be better used.

Response to COVID-19

The College response to COVID-19 has been praised as swift and dynamic.

- The College's active response to COVID-19 has fallen into two areas:
 - production of guidance for officers on changing regulations
 - moving physical processes online
- The ability to respond to regularly changing legislation and provide guidance to officers showed an agility and speed that the College is sometimes criticised as lacking. The approach of doing things once centrally on behalf of policing more widely was regarded as successful.
- The swift move of recruitment and promotion processes online allowed critical activity – particularly in support of the Uplift Programme – to continue, and has provided a model for future approaches.
- Critical training was also able to continue online, meaning that force capability in vital areas was not lost.

Challenges for the College

Communications and engagement

The role of the College is poorly understood, as are the needs and views of the front line.

- Many in policing are not aware of the College, or what it offers to them as individuals or to forces more widely. Even many very senior officers are unable to simply articulate the role of the College and its value, although there is a general consensus that it does have value and potential. Everyone was supportive of a strong, clear role for the College.
- The quality of College communications has improved, but there is further to go in ensuring that all in policing understand the College's role and value. It is too often silent on the big issues faced by policing, and does too little to use its role as an independent voice to explain policing and its approach to the public.
- Getting forces to amplify College messages is a challenge.
 Traditional communication methods can be ignored by officers and staff.
- Engagement with the front line needs to be improved. The College has insufficient mechanisms to understand the needs or requirements of officers and staff, or their views of products and services provided to them. This is particularly the case for police staff, who often feel that the College takes little account of their needs.

Usefulness

The College needs to prove its usefulness to all parts of policing.

 The College is seen as insufficiently useful to policing at all levels in the drive to cut crime and keep the public safe.
 Whether responding to national priorities or providing support to the front line, there is a sense that the College is not responsive enough to demand.

- The College risks being seen as a service for senior officers or those going through promotion processes, with too little on offer that is meaningful and of value to the majority of those working in policing.
- There is criticism of a lack of APP or guidance in some areas that National Police Chiefs' Council (NPCC) leads believe are critical. This is compounded by poor commissioning and prioritisation from the NPCC, meaning that the College can be pulled in contradictory directions.
- The support given to PCCs is minimal, with a view that the College fails to consider them in its work or provide access to useful support.

Quality

Training and learning products need to be improved, with better coordination between the learning outcomes policing needs and the products available.

- While some training and learning products have been praised, there is frustration about the general quality and the coordination between the learning outcomes that policing needs and the products available.
- There was particular criticism of the online offer through NCALT (since replaced by MLE and now College Learn), which has left a negative legacy. With a mixture of College and locally created products, the College reputation can be undermined by poor products from others on a College-owned platform. There is little capacity in the College for quality assurance.
- There is insufficient connection between the learning outcomes that policing needs – either in general or for specific roles – and the products that are available. A particular challenge around support for detectives has been identified.
- Where evidence is concerned, the evidence threshold for guidance is too high, and there is not enough focus on emerging or promising practice and innovation.

Credibility

Activity takes place without College input because it lacks credibility.

- The College is not seen as a credible voice by many. Certain activity, such as the wellbeing work, explicitly takes place without reference to the College, as does other activity that could have greater College involvement or ownership, such as the Vulnerability Knowledge and Practice Programme. There has been some reluctance to be associated with the College brand.
- The College is not widely recognised as a centre of expertise, despite the considerable experience within it. Much of the good work that takes place happens between College staff and individuals in forces and does not get the exposure needed for it to boost the overall credibility.
- There is a perception that the College is not as well connected to contemporary policing as it could be, as a consequence of many of those from policing working in the College being longer in service (the average age of the 65 secondees in the College is 49).

Culture

A range of challenges facing the College in delivering its functions have been identified.

- The organisational culture in the College is perceived to be a problem. It is seen as too slow, risk-averse and bureaucratic, and not responsive to the speed, agility and dynamism required by policing. The College's internal survey has also identified bureaucracy as a frustration for staff.
- There is a lack of clarity among stakeholders of ownership of programmes and products, meaning that people connect into the College through people they know (if they do) rather than formal routes. Internally, it is not always clear who was accountable for activity.

- The technology used by the College is outdated and the pace of change to bring in improvements is far too slow. This not only has an impact on internal productivity, but also undermines the College externally as a centre for excellence in digital policing.
- The rules imposed by the Home Office limit the ability to be flexible in undertaking work or bringing expertise into the College for short-term activity. Suppliers also complain of unrealistic turnaround times for tenders, leading to poor-quality work being commissioned, which leads to wasting money if work has to be repeated.

Policing Education Qualifications Framework

For many, this was seen as a microcosm of the College's challenges - both in the way it operates and in the way policing engages and responds.

- The communication was seen as poor and the new entry routes were allowed to be characterised as 'degree-entry', leading to misunderstanding and mischaracterisation of the aims.
- Chiefs have complained of being poorly engaged, with little understanding of the impact and approach prior to introduction.
- Many in policing were disengaged and only waited until a late point to voice concerns. Those who were supportive did not step up to advocate and assist the College in making the case.
- Despite general agreement across policing, there were outliers who refused to accept the direction of travel and undermined the majority view built up across policing.
- Variable implementation across a disaggregated system means that some forces have issues, while others are making good progress.
 Better consistency, driven from the centre with direct intervention, could be beneficial.

Systemic challenges for policing

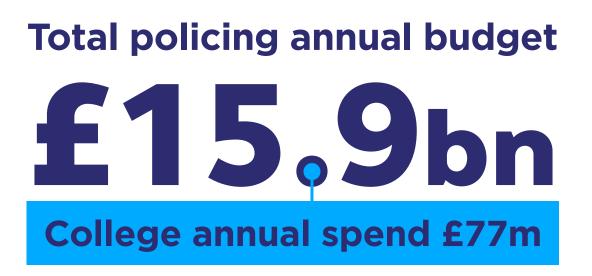
The challenges raised go beyond problems within the College. Many issues are the consequence of systematic challenges facing policing that directly relate to College work.

- There is a lack of CPD in policing, with deep-rooted cultural issues causing it to be de-prioritised and over-bureaucratised. Development is seen as an abstraction of resource, not an investment in future capability.
- There is insufficient focus on, and investment in, the development of the full range of leadership, management and command skills needed at all ranks.
- The evidence base of what works, promising emerging practice and innovation taking place in forces are not well shared across the system.
- Policing continues to prioritise response, with insufficient investment in – and focus on – the opportunities to prevent crime before it takes place.
- There is an absence of coordinated strategic thinking across policing, with poor coordination at a corporate level, including business planning, to meet the strategic needs.
- There is a blurring of responsibilities between the College and NPCC, as well as Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS), which is seen to stray into standard setting, rather than inspection.
- In the 43-force model, there is a lack of consistency and cooperation in areas where the public and the workforce would expect single approaches.
- Despite ongoing attempts, there is a lack of a culture of learning from mistakes in policing. There is a tendency to defensiveness on the one hand, and a sense that all pilots and new initiatives are 'doomed to success'.

- Policing is not sufficiently equipped to respond to the increased digital aspects of crime, including crime taking place online and the increasing importance of digital evidence.
- There is a pressing need to improve the engagement with and policing experienced by – the diverse communities in England and Wales, particularly our Black communities.

Priorities and resources

- The College budget has reduced by 17% since 2015/16 in real terms.
- Combined with rising officer numbers, this means a 21% reduction in investment from the centre in development and skills.
- The College budget is less than 0.5% of the total spend on policing.
- This raises a key question: to what extent are we collectively prioritising, and investing in, development and leadership?



College powers

The College has a range of direct and indirect levers at its disposal to drive change in policing.

Direct levers:

- Standard setting The College sets standards for policing activity, ranging from APP and evidence-based guidelines through to guidance or advice.
- Codes of practice The College can set codes of practice for example, the Code of Ethics – to which chiefs must have due regard.
- Regulation setting The College has powers to propose regulations requiring forces 'to adopt particular procedures or practices or to adopt procedures or practices of a particular description'. The Home Secretary has a limited scope to reject these regulations. This power has never been used.

Indirect levers:

- Promotion and progression rules The College sets rules around promotion and progression, and can require officers to have undertaken certain activity, or developed in some other way, before they can be promoted.
- Licence to practise In certain high-risk areas of policing, the College licences officers to undertake their duties. Conditions can be set on this.
- What Works The College houses the What Works Centre for crime reduction and can state clearly what does, and does not, work in tackling crime and keeping people safe.

Meeting the challenge

A clear vision for the College

The scale of the challenge necessitates a strategic reset.

- The combination of the need to meet the challenges facing the College, as well as those facing policing more widely, means there needs to be significant reform across the College's functions.
 Making marginal improvements will not be enough to ensure that the College meets its potential and is sufficiently useful to policing.
- The response to previous policing challenges has been to increase regulation and oversight, rather than to focus on boosting professionalism and leadership sufficiently. This has left us in a position where more is spent on scrutiny and inspection in forces than on leadership and development.
- There are three key strategic priorities for the College that have emerged through the review.
 - Boosting professionalism Ensuring that police officers and staff have access to the best in CPD and that it is properly prioritised.
 - **Improving leadership** Developing the leadership skills of police officers and staff at all levels.
 - Driving consistency Overcoming the weaknesses of the 43-force model to bring consistency where it matters most for the public and the policing workforce.
- At its core, the College must develop as an invaluable tool in cutting crime and keeping people safe.

The future direction

- Despite the need for significant change, the core functions of the College - to share knowledge and good practice, support professional development and set standards - have been endorsed by the review as the continuing areas of activity.
- The review heard a range of ideas for improvement and areas of change, or for new focus to deliver on the vision to boost professionalism, improve leadership and drive consistency.
- The following ideas are a reflection of what the review heard through consultation and are ideas for consideration that we believe would reshape the role of the College, increasing its utility to all in policing, fundamentally contributing to the aim of cutting crime and keeping the public safe.
- Getting the right resources into the College is critical. Rather than a prescriptive list of activity that the College is now committed to delivering, these ideas represent a possible direction of travel to meet our new overarching vision. Some of the ideas require a new approach, others can be delivered within existing budgets by refocusing activity, some will need extra resource from within policing and a new settlement with the sector, and others will need investment from the centre.
- A new corporate strategy and business plan will be produced in 2022 building on the proposals in this review and setting out the areas the College will be taking forward.

Sharing knowledge and good practice

Sharing the evidence

Mission: To ensure that officers have access to the evidence they need to cut crime and keep the public safe.

- Utility The evidence gathered and shared by the College needs to be of the highest practical benefit to all in policing. Guidance and advice should focus on the needs of officers and staff undertaking individual roles, giving people the minimum they need to get the job done.
- Availability Evidence needs to be collated and distributed in a way that can be accessed easily. The 'Going equipped' publication is a good step in communicating ideas, but needs further investment to build on it and get it into the hands of those who will make best use of the content. Without College involvement, other forums to provide advice have been established online, including through platforms such as Reddit. The College should seek to step into this space in order to ensure that highest-quality advice is being provided, in line with the most current police thinking.
- Hierarchy of guidance Different products are needed at different levels in policing. Force experts or leads in an area will need a high level of knowledge. Supervisors will need a level commensurate with overseeing activity and those on the front line will need advice on how to respond in real time. Frontline guidance must be designed for stretched officers responding to challenging situations.
- Development of evidence College investment in research evidence from academia must be matched to the national policing priorities, as set by government and the policing system more widely. Beyond the limited research commissioned by the College,

there is a role in helping to corral activity across academia (see the **<u>Strategic brain</u>** section).

 Coordination – The College should seek to coordinate research across academia to promote the development of evidence in the right areas, matched to those issues of most practical benefit to officers and staff.

What Works and innovation

Mission: Boosting the What Works Centre, and driving and collating innovation in policing.

- What works The What Works Centre should continue its focus on promoting the best-evidenced practice in policing, as well as emerging and promising practice based on policing craft and experience, not just academically approved interventions. Greater attention should be given to promoting activity that responds to the National Crime and Policing Measures, as well as responding to emerging issues in policing. Simple guides on current issues should be produced.
- Promoting innovation The College should reach into forces to gather innovation (both domestically and from overseas), undertake quick reviews if necessary, and then rapidly pass it out to other forces. This is particularly relevant for emerging issues where some forces will see problems earlier than others and lessons from their approach could be of use elsewhere. The College should be able to collect advice from those forces on how they responded, understand what was effective and push this out to other forces. Similarly, many forces are grappling with AI, cryptocurrency and associated challenges with little support or guidance available.
- Access to data Better access to data would allow the College to understand which areas were having particular success in responding to certain crime types, meaning they can be targeted for evidence gathering and dissemination to areas with crime challenges.

 Convening – The College should convene forces to discuss major issues to share ideas and promote best practice, as well as offer support on implementation. A series of events and products linked to the National Crime and Policing Measures should be developed urgently.

College of Policing app

Mission: To deliver a new tool to put the best guidance and support into the hands of officers.

- The College should develop an app. This app, which should be available to all officers and staff, would have up-to-date guidance and tactics to support their activity, to reduce crime and keep the public safe.
- The app should be developed to provide frontline officers access to knowledge and guidance across all policing issues at the point of need. Content should be driven by what officers and staff need to access with a focus on the information they require to achieve the best outcomes for the public.
- The content could be a combination of information on what outcomes to achieve and how to achieve them, including legal requirements. It would be aimed at driving improved, consistent responses to policing challenges across all areas, with content derived from a number of sources, including:
 - College APP
 - force-developed policy and practice that can be used to inform national responses
 - research
 - public-sector and private-sector experts
- The app should be the single product that every officer or staff member will download to give them the right information, at the right time, available at the point of need, as well as creating a

gateway for the College to push standards, advice and guidance out across the policing network.

- Having established this app, it could be broadened to include knowledge sharing, APP and leadership support. In this way, it would help drive policing consistency and learning nationally.
- There could be a potential for this act as a gateway through which other products are offered, including allowing officers access to CPD materials.

Digital and cyber capability

Mission: To drive improvements in the police response to online crime and digital investigations.

- Training There is a need to prioritise training in this area, building on the Op Modify work, which provides short training modules to officers and has been well used and reviewed. This approach of short, focused and high-quality training products should be the norm across the College.
- Digital Skills Academy The work to build the Digital Skills Academy should continue, with priority given to this area of work. Regardless of spending review outcomes, the highest standard of offer available should be aimed for.
- Police Digital Service (PDS) The work of the PDS and the College should be more joined up. A more collaborative approach to business planning – on both sides – would ensure that shared objectives of improving police digital investigations are better able to be delivered and with more efficient investment decisions made.
- Curricula The College should review the range of learning and training curricula, including the Police Constable Degree Apprenticeship (PCDA) curriculum, to ensure that the latest digital skills are prioritised. A process of regular review should be delivered to ensure that College products keep pace with developments in

this area. For example, a single approach to investigations involving cryptocurrency could be delivered, with guidance provided.

 Internal capability – There is a need to consider whether the College has sufficient capability at Board, adviser or operational level.

Data

Mission: To make the most effective use of data to reduce crime and keep people safe.

- What works With access to, and an ability to analyse, policing data, the College should be able to identify forces bucking trends or delivering impressive results. This should improve the capture of innovation and the analysis of what works.
- Spotting problems Similarly, the College would be able to identify emerging issues that need to be responded to across the policing system, driving collaborative activity and contributing to strategy setting.
- Supporting PCCs The College should seek to support PCCs to become data-literate in their scrutiny and oversight of police forces.
- Crime and Justice Data Lab The Lab has the potential to provide a huge amount of evidence of what works in policing, the impact of innovation, and the consistency of performance and activity. The College should be at the forefront of delivering the Lab for government, to provide the access to make the above possible.

Setting standards

Direct support to forces

Mission: Improve implementation of standards, deliver consistency and support forces in need.



- Greater intervention The College should be more present in forces, becoming the go-to place for advice and support as forces respond to policing challenges. As the College works to improve its own credibility across its functions, it should build on the credibility of those in the service. The use of seconded officers (see <u>Secondment programmes</u>) is a clear way to boost the College capacity and capability in this space.
- The support should range from implementation support for standards and innovation through to delivering peer support for forces facing serious challenges.

Implementation support

Mission: Support the better implementation of standards and innovation in forces.



 At present, policy and standards are developed and shared, then forces are left to implement them largely unsupported. Many new initiatives fail not because the initial policy solution was incorrect, but because it was poorly implemented.

- Forces should have active support from the College in the implementation of new guidance, standards, innovation and best practice. Starting with those areas in the National Crime and Policing Measures, the College should create implementation teams that are able to go into forces to support implementation, quality assure activity and understand compliance.
- The function could also feed any learning back into the College to drive improvements in the policy and guidance, as well as the way they are communicated.

Performance improvement teams

Mission: Support forces to improve their performance.

Implementation support

Performance improvement team

Peer review

- Where forces face particular issues, or would like to see their performance improve, a function should exist provided by the College that can bring together experts from within policing

 and beyond - to provide direct support. This function would be managed by the College, but operated using experts and resources from within policing, as well as College expertise. This is akin to work that takes place in medical colleges, where less serious issues can be resolved with expert support before issues become more problematic.
- Through Operation Talla, the College helped to bring forces together to explore shared issues. This proposal builds on this with a model based more on direct intervention.
- There could be an option to offer this service to PCCs who, working with their chiefs, want to get an external view of issues within their forces but currently only have the more serious option of bringing in HMICFRS.

Peer review

Mission: Support forces facing significant challenges.

Implementation support

Performance improvement team

Peer review

- Peer review The College provides some support for forces through the existing peer review team, working with forces with serious failings, as identified by HMICFRS. This should be expanded and continue at pace. This work should also focus on boosting leadership potential in forces with serious problems, including using the <u>National Police Leadership Centre</u> to support leadership teams with challenges.
- Problem solving The College is also developing a problem-solving product for use in forces on a range of issues. The pilots for this work will yield further recommendations for development of work in this area.

Improved standards

Mission: Drive improvement in policing through standards and guidance.

Standards and guidance – While local decision making and operational independence is essential, there are areas where greater consistency should be promoted. Forces do not have to follow guidance or standards set by the College, meaning there is inconsistency across the country, good practice is not routinely followed, and the public, officers and staff are subject to a postcode lottery. Compliance with standards in high-risk areas, such as firearms and undercover policing, is good because forces seek to share the inherent risk in this work with the College. A simplistic understanding of risk means that other areas of policing that carry different kinds of risk (such as response policing, where officers can be responding to myriad issues and the initial point of contact is so important for victims) are not considered in the same category.

- Emerging issues The College should aim to produce quicker guidance on emerging issues to support forces and PCCs in navigating new innovations in policing. For example, a consultation on guidance on live facial recognition came out in May 2021, while the Metropolitan Police Service and South Wales began widespread trials of the technology in mid-2019. Quicker guidance could have supported forces and PCCs in developing the work, as well as provided reassurance to the public.
- NPCC Policing must become a more intelligent commissioner of the College. At present, the College is pulled in various directions trying to respond to NPCC portfolio leads with little apparent coordination of what priority areas should be the focus. The new NPCC strategic hub should be an opportunity to triage on behalf of the NPCC before requests are made of the College.

Minimum standards

Mission: Drive greater consistency across policing and boost performance in the basics.

- Minimum standards The diversity and depth of existing standards and guidance from the College is a strength, but no single force could deliver the expectations in all areas. This makes it harder for forces to know where to prioritise or to be held to account. In certain areas, to be determined collectively with policing, there should be clear minimum standards set. Minimum standards would allow forces to be clearer about how to deliver excellence in the basics, while allowing them to then go further on priority areas for their communities, based on the strategic direction set by local PCCs.
- Mandation Section 53a of the Police Act 1996 gives the College powers to set regulations, although this power has never been used. Consideration should be given to whether there are areas of

policing where mandatory standards are needed. This might include the following circumstances.

- Where the evidence base is so strong that a single approach is guaranteed to deliver better policing outcome, or where other methods are so detrimental that their use needs to be proscribed.
- Where the public or victims of crime would expect a standard approach wherever they are in the country. This could include issues such as the investigation of rape or serious sexual offending, where HMICFRS have identified problematic variation around the country.
- Where officers and staff should be able to expect a single approach regardless of their force, or consistency will deliver better outcomes. This might include a uniform approach to professional development reviews (PDRs) or consistent approaches to officer safety training, even prescribing certain approaches shown to work well elsewhere, such as deescalation training.

Equality, diversity and inclusion

Mission: Support policing to improve equality, diversity and inclusion in forces and in the delivery of policing.

- Equality, diversity and inclusion The work that the College is undertaking with the NPCC on the Race and Inclusion Action Plan needs to show real progress. This involves the existing plans for the College to pull all of its levers together to advance objectives, as well as considering how it can intervene further if progress is not made. The College has a critical role in developing the evidence base and promoting the outcomes framework, but cannot compensate for slow progress by policing more widely.
- Guidance Work should be done to ensure that learning and development is focused on building cultural competence, and that

forces are given strong guidance on their approach to positive action. A focus on intersectionality would also be welcome. Guidance for professional standards departments may also be needed, given the concerns raised during the review about poor or inconsistent investigation of some shocking examples of racist or Islamophobic incidents in forces.

 Cultural change – The College should support cultural change in policing by identifying what works best to drive inclusive behaviours, and encouraging all forms of diversity in policing to be valued, so that all in policing are invested in increasing diversity everywhere.

Ethics

Mission: Support policing to improve ethics, boosting the community of practice.

- A community of practice There is an opportunity for the College to take a stronger role in the promotion of ethics in policing. An important step would be to contribute to the development of a community of practice for ethics in policing. The College should:
 - commission work to consider the role of the College and other parts of the policing landscape in policing ethics
 - develop an improved understanding of policing ethics across the professional and academic community
 - consider the teaching and development of ethics, drawing on the experience of the development of ethics in other professions
- In the same way as the College promotes evidence-based policing

 working across policing and with others to do so the College
 would seek to promote the development of ethical policing, from a
 range of different perspectives.

 The Code of Ethics – The ongoing refresh of the Code of Ethics is an opportunity to produce something that is practical and valuable to all officers and staff in their daily work, and promotes ethical thinking at all levels. Ethical health checks should become part of the support and assessment of officers and staff, and clear expectations for their ethical development should be set.

Supporting professional development

Learning and development

Mission: To ensure world-class learning and development across police forces.

- Learning and development The College should provide a clear learning and development framework for officers, moving away from the narrow consideration of 'training', linked clearly to roles and associated development needs. Communication of the offer to all roles and ranks should be clearer and linked explicitly to professional development. Work to improve the content and delivery methods should continue at pace, exploiting the best in delivery practice (such as virtual reality and gamification). An area of current training provision should be identified on which to test a new delivery approach.
- Delivery Consideration should be given to how the College can create a wider ecosystem for learning and development, with a clear role in setting learning outcomes, standards and curricula, then licensing providers - including in the private sector - and quality assuring provision and delivery, with clear feedback on performance to forces. There may be an opportunity to develop framework contracts from which forces can buy, reducing bureaucracy and cost. A general presumption of designing once, delivering many times should be pursued.
- Apprenticeships The College should explore opportunities to work with education providers to create new apprenticeships in specialist areas, exploiting the funding available through the apprenticeship levy. This could build on existing apprenticeships, such as data analysis, as well as exploring the creation of new strands, such as evidence-based policing, leadership, homicide investigation or firearms.

- Branding It is unacceptable that forces take College learning products and rebrand them as in-house materials. There should be a clear expectation that this does not happen, with active pursuit of those forces that persist.
- College Learn There is a negative legacy of NCALT. The new College Learn platform has a long way to go to restore confidence. College products on the platform should be excellent and, in time, thresholds for force-owned products be set so that poor-quality non-College products on the platform do not damage College credibility by association. It may be possible to improve the quality of force-owned products by co-production between the College and forces. Where multiple forces have own-brand products on similar issues, the College should consider consolidating and creating single, College-owned products.
- Equality, diversity and inclusion As part of the ongoing work on equality, diversity and inclusion, there should be a review of the learning and development products on offer across policing, with activity taken to rationalise and standardise.

Continuing professional development

Mission: Improve professionalism in policing through effective continuing professional development.

- World-class products The College should develop a series of world-class products, based on the latest academic thinking about both content and delivery, which are practically useful to officers to build intrinsic motivation. A pilot project with excellent products should be developed that is delivered by excellent teachers in innovative ways, aimed at the front line, first-tier supervisors and senior officers. This project should focus on a critical area of policing need, such as leadership or detective training. These products could then be offered to forces to demonstrate the potential for improved products, allowing a discussion about how the College can tap into existing investment in CPD in forces and provide better-quality alternatives that forces would willingly buy.
- Prioritisation Chief officers must agree to make time for CPD within their forces. As officer numbers increase, there should be opportunities to carve out time to focus on CPD. The College should set clear expectations, at a rank or role level, which chiefs can be held to account for meeting. The new entrants coming through PEQF routes will have an expectation of good-quality CPD through their career. This must be serviced in order to ensure the retention and growth of these officers.
- Embedded CPD Efforts should be made to provide short bitesize CPD products that can be used by officers at various ranks, integrated into their working day. The College app may grow into a delivery mechanism for these products.
- Role profiles Products should be explicitly linked to roles that officers and staff are undertaking, with menus of options developed to promote effective performance in areas necessary for the roles.

For example, the CPD products that a response officer might need will differ significantly to those needed by a borough commander. While a core-skills approach is sensible, it misses the opportunity to provide a clear connection between CPD, improved performance in specific roles and relevance to day-to-day policing. The officer journey, as well as their CPD and contact with the College, should be mapped to ensure that every opportunity to advance development is exploited.

- Incentivisation CDP should be incentivised, such as through the emerging proposals in the promotion and progression review, to link progression directly to evidenced CPD.
- Learning culture CPD should be specifically linked to the development of a learning culture in policing with officers. Forces should be encouraged to reflect on failures and successes rapidly – as identified through professional standards work, the Independent Office for Police Conduct (IOPC) or HMICFRS – and learn from them. National, as well as local, programmes should be developed to facilitate this.
- Performance development reviews There should be a single approach to PDRs across policing. If chief officers cannot be encouraged to support this, the College should use the levers it has over promotion and progression to mandate some consistent approaches, which may drive changes across the whole service, or consider its Section 53A Police Act powers.

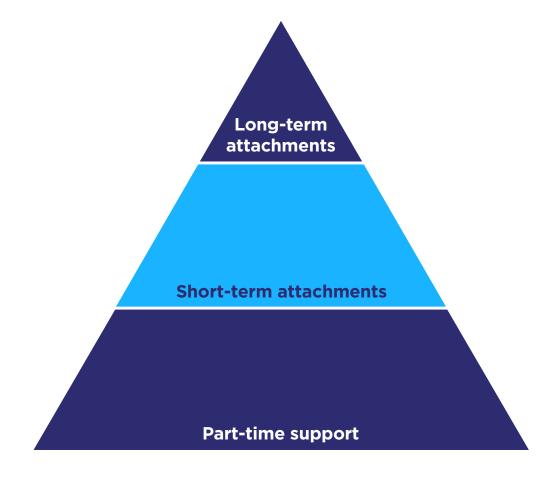
Secondment programmes

A new mission

Mission: Significantly increase secondments to bring the brightest and best from policing into the College.

There should be a significant reshaping of the way that the College uses secondees, with a new scheme developed, based around some core principles.

- Improved CPD for those on the scheme working in the College should be a useful development opportunity for officers and staff to develop themselves.
- Improving the connection between the College and the front line secondees into the College will go back into policing as champions for the College work.



- Improving the College's ability to access the most up-to-date policing methods – a greater and more regular flow from policing into the College will bring officers and staff dealing with the most current issues facing policing, using latest practice.
- Improving the College culture, bringing it closer to policing secondees into the College will bring a new perspective and will understand the demands that policing faces and how the College can best respond.
- Increasing the capacity and capability of the College to deliver new strands of work – capacity in the College is limited. More secondees could support a range of new activity in the College, such as direct support to forces or developing new guidance and advice for officers and staff.

A new model

Mission: Significantly increase secondments to bring the brightest and best from policing into the College.

- The College makes limited use of secondments. There are currently 65 people seconded, representing less than 10% of the workforce, with an average age of 49, showing the bias to officers who have been in service for longer.
- The College should significantly widen the range of secondments available, across all ranks, with a small number of conventional longer-term roles, a greater range of short-term (approximately sixmonth) positions and a large number of part-time roles, building on the existing associate roles and the model used in medical colleges, where members work with their college to contribute to their own professional development and the development of their profession.
- Forces would be expected to gift the brightest and best (in the broadest sense – not just those most academically qualified) to the College for the benefit of policing more widely and the College must provide good-quality activity for them to undertake.
- Work should be undertaken to consider if officers could come into the College on promotion, to mitigate existing concerns that the College can be stifling for progression.
- Consideration should be given to bringing secondees in from outside forces (such as HMICFRS, IOPC or Home Office) or from outside of policing altogether.

Support for staff

Mission: Act as the professional body for all in policing, including police staff.

- 'And staff' There is a strong sense that College products are aimed at officers, with staff tacked on with no specific offer. There is a need to develop CPD for staff roles where this does not already exist or is not provided by other professional bodies.
- Career progression Ongoing work to review promotion and progression in policing will include a thorough review of staff roles and what role the College can play in developing clearer career progression for staff, beyond thinking about those operational staff transitioning into officer roles. This should consider the merits of introducing a standardised approach to pay and grading.
- Wellbeing The offer on wellbeing should be reviewed to ensure that staff are sufficiently engaged and that services meet their needs.
- Formal representation Work should take place to improve engagement between the College and trade unions representing staff, learning from previous forums.
- Leadership The work to develop the leadership offer at all levels of policing must adequately cover the unique needs of comparable staff roles, as well as their leadership and management needs.

Improving leadership

National Police Leadership Centre

Vision

Mission: The College of Policing as the National Police Leadership Centre.

- National Police Leadership Centre The College should explicitly position itself as the National Police Leadership Centre, focused on developing leadership at all levels with a boosted offer for all. The various strands of work that are already taking place in the College on promotion and progression and senior leadership should be consolidated, along with other activity set out here, into a new plan for policing leadership developed with the Home Office and the NPCC as the first expression of the centre.
- Leadership development Drawing on the best available evidence of public leadership, there should be a bold offer to all in policing to develop their leadership through the College, whether they have supervisory roles or not. The centre should seek to work with forces to identify and nurture talented future leaders earlier in their career. All of the levers of the College – recruitment, training, and promotion and progression routes – should be working together to drive the highest quality of leadership across forces. The work should particularly consider those non-operational skills that officers do not necessarily naturally develop through their careers, such as performance management, business and commercial, digital and technology, and HR.
- Collaboration Effective collaboration between the College and the NPCC is critical in order to give the centre the levers it needs to drive improvements in leadership and performance and to deliver the right support to chief officers.
- National and international There will be an opportunity for the National Police Leadership Centre to offer products to other

home nations' forces, as well as operate on a commercial basis in the international policing market, using its position as a centre of excellence to reach into global policing and raise revenue to invest back into policing domestically.

 A new centre – Work should take place to consider options for a new building bringing together the functions of the centre – including learning and development activity – and to operate as a strategic home for policing, building on the best experiences of policing's history, as well as the lessons from similar institutions in the military and elsewhere.

Programmes

Mission: Delivering world-class programmes.

- Innovation A range of innovative programmes should be developed, building on the best offers in forces and other sectors.
 For example, mentoring schemes with business leaders could be developed.
- Aspire+ A new programme to develop and promote leadership talent in officers and staff from under-represented groups, at all ranks, should be developed, enhancing the already good work that takes place in the existing Aspire programme.
- National cadres As a consequence of new standards and processes for ranks at chief inspector and above, the College should consider the development of national cadres at these ranks, undertaking single College-owned training programmes collectively where possible, to develop communities to support their development and share approaches and solutions to problems.
- Command, leadership and management In recognition of the vital role that first-tier supervisors play in performance, effectiveness and culture, there should be a focus on all three of the critical areas of command, leadership and management among officers and staff at this first level of development, regardless of an individual's aspiration (or lack of) for higher management.

Support for forces

Mission: To boost the support for policing leaders.

- Chief appointments The College should have a formal advisory role in the appointment of chief constables, building on the progress of candidates through the SCC to develop senior officers. This support to PCCs would help them to develop wider talent pools for roles, and to identify those candidates who would be particularly effective in certain areas. The job of workforce planning across senior policing roles would also be made easier. Work should be done through the promotion and progression, PNAC and SCC reviews, to improve the mobility of senior officers, as well as increase competition for roles.
- Leadership performance There should be a strategic overview of leadership successes and challenges across the 43 forces, creating a mechanism to address challenges and share best practice where they exist.
- Supporting leadership The centre should be able to support leaders in forces facing challenges by creating bespoke networks of peers, to build capacity and develop leadership capability in the areas needed.

System support

Strategic brain and system coordination

Mission: To create a single policing view of strategic challenges, with coordinated activity to address them.

- Strategic challenges The various parts of the policing landscape should come together to agree the strategic challenges facing policing, aided by the College's analysis of data and evidence, with it stepping more clearly into a role as the 'glue' in the policing system. No single part of the system can own this process it needs to be a truly collaborative effort. There is much to be learned from the military approach to strategic threat analysis, followed by associated concept development to link the strategic needs to investment and operational decisions. A more coordinated approach in policing would significantly improve the effectiveness of policing on both a national level responding to cross-border issues, such as county lines and a local level.
- Strategic problem profiles The strategic brain should play a key role in developing strategic problem profiles for significant crime types to help develop the national understanding of the issues, and to prompt targeted and effective solutions.
- Business planning The system should have a more coordinated approach to business planning in order to deliver greater clarity of role and function for each component part, to ensure that the system works collectively to meet challenges and government objectives and priorities, and to avoid duplication.
- Academic coordination The College should take a stronger role in corralling activity across the academic communities involved in policing, to help focus work on the problems identified by the system – from government to forces – while emphasising

the importance of the practical applicability on the frontline of academic exploration.

 Funding – Greater strategic and corporate coordination will enable policing to make the case more effectively for funding for projects and activity to central government.

Support for PCCs

Mission: Show the College's value to PCCs, improving their ability to drive better policy and deliver efficient and effective policing.

- Supporting PCCs The College must demonstrate that it considers the specific role of PCCs in its work, with particular focus on supporting them in the following areas.
 - Policy development The College should share the evidence base, as well as innovation taking place in policing, in such a way that PCCs will be able to use it in the development of Police and Crime Plans and other strategy or policy plans.
 - Professional development As the professional body for all in policing, the College should work to support and develop PCCs in their roles, as well as supporting their staff with products that recognise the unique role that that they play. This will build on the work of the government's PCC review.
 - Oversight support PCCs should be given access (in a format that works for them) to information about standards and guidance, to enable them to have informed discussions with their chiefs about force performance and compliance, particularly in priority areas that they have identified in their Police and Crime Plans.
 - Chief constable appointments The College should have a formal role in supporting PCCs with the appointment of chief constables, to ensure that they are able to access a national pool of candidates, boosting the quality available to them.

- Use of data As the College boosts its own exploitation of data and takes a stronger role in democratising data across the policing landscape, there is an opportunity to help PCCs and forces develop a shared understanding of performance and activity data, supporting effective oversight and governance.
- Communications Specific products for PCCs and their offices should be developed. This could include a landing page for PCCs on the College website.

Organisational change

Understanding the customers

Mission: Ensure that College products and services meet the needs of policing.

Engagement – The College has limited ways of understanding what the majority of policing thinks about its products and services, or what officers and staff want from their professional body. Priority should be given to improve this in two key ways.

- Surveys While it is the case that many in policing are hard to reach, there is more work that the College can do to try. The biennial survey yields some information, but is lengthy and the return rate is poor when compared to other parts of the public sector. Work should take place to engage with forces to get College issues covered in internal surveys, as well as seeking chief officer support for supervisors to promote College surveys, which should be shorter, more frequent and topical. There should also be greater engagement with the Police Federation and the Police Superintendents' Association (PSA) in order to reach their members.
- Focus groups Focus groups can be a useful way of understanding issues facing officers and their views on the College in more detail. Currently, there is not a sufficient mechanism to reach officers and staff for them to take part or to run groups. Consideration should be given to procuring external support to run a continuing programme of focus groups.

Connecting with the front line

Mission: Deliver the benefits of the College to all in policing.

- Building awareness There is a pressing need to improve the communications to the front line, to build awareness of the core functions of the College and the offer available to them. College Ambassadors are a legacy of the membership programme and may not meet the current requirements. Instead, each force should have a senior point of liaison with the College, at a level high enough to tap into force comms teams and the senior leadership team, to ensure that College business is communicated. They would also be able provide feedback to the College and raise specific issues where the College will have an interest. Products and services need to be more clearly signposted, and improvements to the website need to continue.
- Navigating the College The way that the College works should be more transparent to those working in policing, with a clear organisational map provided, enabling people to tap into the organisation at the right level. Simple explainers of what the College is doing and aiming to achieve across strands of work would also be of benefit. A greater grip should be had on the external engagement that takes place, to generate consistency of messages and to avoid duplication.
- Staff support networks Largely based around protected characteristics, these groups provide support to their members, as well as supporting policing in engaging with the communities they represent. The engagement between them and College is patchy and should be improved, including considering what comms, policy and legal support the College could provide. A charter or protocol between each association, the College and the NPCC (who provide some funding to them) should be developed, setting out what they can expect from the College and senior policing leaders to build consistency and a closer working relationship.

Wellbeing

Mission: Prioritise the wellbeing of officers and staff.

- Oscar Kilo The National Wellbeing Service and Oscar Kilo have been very successful, and are well used and liked by officers and staff throughout policing at all ranks and levels. Despite being funded and delivered through the College, Oscar Kilo is not associated with it. Work should take place to connect the service and the College through activity and branding. This would allow the positive response to the wellbeing work being used to promote the College and improve trust in its brand.
- Neurodiversity Some have commented that neurodiversity is not sufficiently understood or engaged with by policing in a range of issues, from management to development and wider support. The National Wellbeing Service should pick up this challenge and seek to address this by increasing policing's ability to respond.
- Police Covenant The work of the Wellbeing Service should be linked explicitly to the delivery of the Police Covenant, which the College should take a public and leading role in, owning much more of the delivery on behalf of the government, working closely with the staff associations.
- Chief medical officer A chief medical officer for policing should be appointed by the College to support delivery across these strands.

International

Mission: Boost innovation in UK policing and increase revenue for the College.

- Revenue raising The wider markets work currently underway should be boosted in order to significantly increase the amount of revenue the College generates through international work. An agreement with the Home Office to reinvest this revenue into College products for policing should be made, rather than leading to a grant reduction.
- Thought leadership The evidence base held by the College should be enhanced by greater international collaboration and engagement, and the College should position itself as a thought leader on the international stage. The College should aim to hold a major international policing conference in 2022.
- Coordination The College should develop a function on behalf of the Home Office and the Foreign, Commonwealth and Development Office to coordinate requests from international policing bodies to ensure consistency and the best quality of support.
- International advisory board There may be merit in creating a board of international experts to advise the Board and Executive Team on international engagement, including how to boost the commercial activity.

A new settlement with policing

The NPCC, forces, the Home Office, PCCs and HMICFRS must all buy into the new mission.

 Most senior leaders in policing have spoken of the need for a strong College that can meet the expectations put upon it, as well as the potential it has to improve professionalism and leadership and increase consistency. This requires key partners to change their approach to the College and contribute to its success.

- The root of effective working across the policing system is collaboration. While some have argued for clearer delineation between organisations, with harder lines, this is unrealistic in a system with so many complexities and interdependencies. Instead, effective and consistent collaboration is key.
 - NPCC The NPCC must become a more intelligent commissioner of the College and must, in all of its activities, seek to collaborate and coordinate with the College and give it licence to deliver on behalf of policing.
 - Forces Time for CPD must be prioritised in forces. Chiefs must be willing to let their brightest and best come to the College to work. While local independence is essential, there should be a greater willingness to coordinate and cooperate nationally and accept the settled will of the majority or a strong evidence base, and to get behind key reforms or programmes that the College is delivering. Forces should not rebrand College materials and should cease using the College as a scapegoat, or stepping into College activity without collaborating.
 - PCCs The College needs to significantly improve its offer to PCCs and engage them fully in the efforts to improve professionalism and leadership and drive consistency across policing, bearing in mind their unique role in the landscape.
 - **HMICFRS** HMICFRS must be clearer that the College sets standards against which it inspects, rather than seeking to develop standards through inspection, or to undermine the standards that have been set.
 - Home Office The protocol between the College and the Home Office should be revised to give the College more freedom from central government bureaucracy, allowing it to operate in a more dynamic, agile and flexible way, more akin to a police force. The College should become an adviser of first resort for officials and ministers.

About the College

We're the professional body for the police service in England and Wales.

Working together with everyone in policing, we share the skills and knowledge officers and staff need to prevent crime and keep people safe.

We set the standards in policing to build and preserve public trust and we help those in policing develop the expertise needed to meet the demands of today and prepare for the challenges of the future.

college.police.uk



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