

# **Review of Police Leadership and Training**

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## Executive Summary

### Introduction

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

The paper contained three key themes; the first is reconnecting the police with the public. There are two key steps towards this: the 'transference of power back to the people', principally through the election of local Police and Crime Commissioners (PCCs); transferring power away from government by doing away with national targets and leaving PCCs instead to create local Crime and Disorder Plans<sup>2</sup>. Both of these are the main subject of the Police Reform and Social Responsibility Bill. Alongside this, the second theme is institutional change: the creation of the National Crime Agency (NCA) to provide a stronger national approach to serious and organised crime; the phasing out of the National Policing Improvement Agency. The third theme is severe fiscal constraint, with police forces facing 'serious and difficult' financial choices. Finally, running through the whole document is a recognition of the 'golden thread' needed to connect policing at all levels – local, national and international – if policing is to be effective in the 21<sup>st</sup> century.

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

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the national functions currently delivered by the NPIA could be transitioned into the future.

### Principles of Policing in the 21<sup>st</sup> Century.

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

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

### Structure of the Review

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

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

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

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

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

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

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With the setting up of the Professional Body I am recommending a radical change to the pre-entry qualifications for policing (**Chapter 4**). All police constables will need to obtain a new 'Police Initial Qualification' before being attested and before becoming members of the Professional Body. I propose a number of different routes to achieving the qualification in order to ensure that policing is able to draw on a wide range of potential applicants, from those with high quality degrees to those with significant career experience and a wide and diverse range of backgrounds.

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

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

I propose that local forces will commission the delivery of these qualifications from HE and other providers accredited by the Professional Body. I would encourage the development of an approach that links learning with practice along the lines of a

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teaching hospital where clinical practitioners provide teaching and link what they teach with their own practice.

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

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

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

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

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

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



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### **Supporting Proposals**

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

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

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

**Three:**

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

**Four:**

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

**Four A:**

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

### **Supporting Proposal**

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

**Five:**

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

**Six:**

**A new management qualification in policing to**

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

### Supporting Proposal

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

Seven:

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

Eight:

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

### Supporting Proposal

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

Nine:

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

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

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3. Appointment as a Chief Officer;

4. A Chief Officer Development programme.

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

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

### **Supporting Proposal**

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

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

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

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

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

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**Thirteen (A)**

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

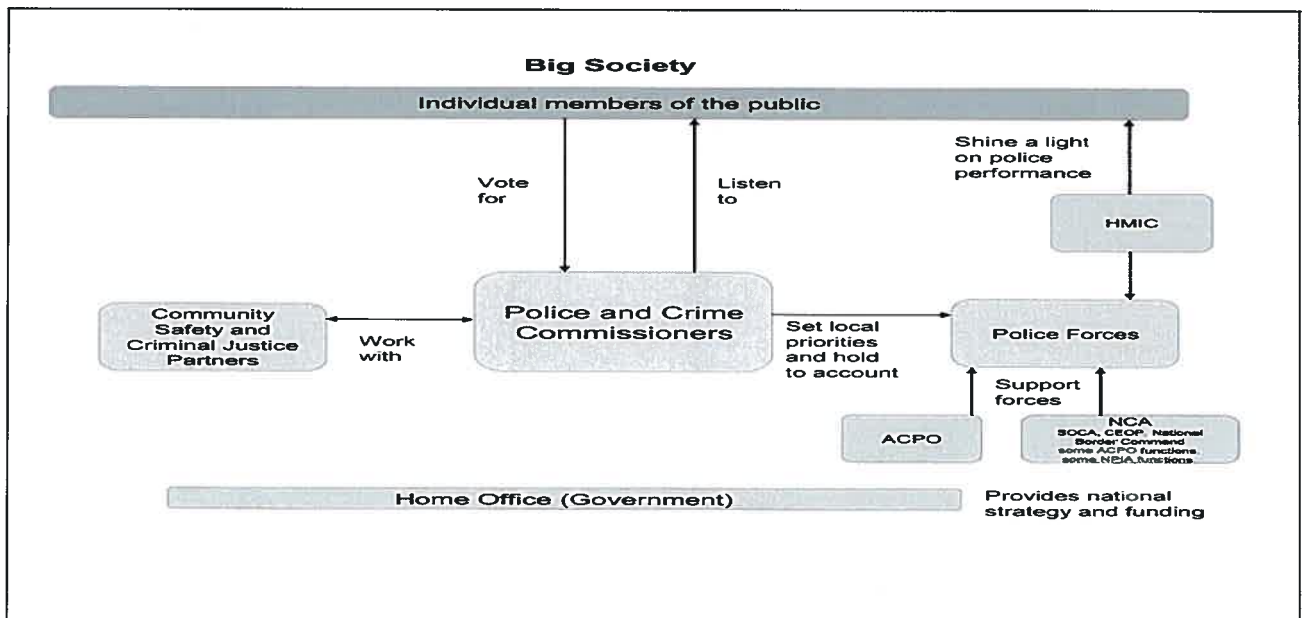
**Fourteen :**

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

**Supporting Proposal**

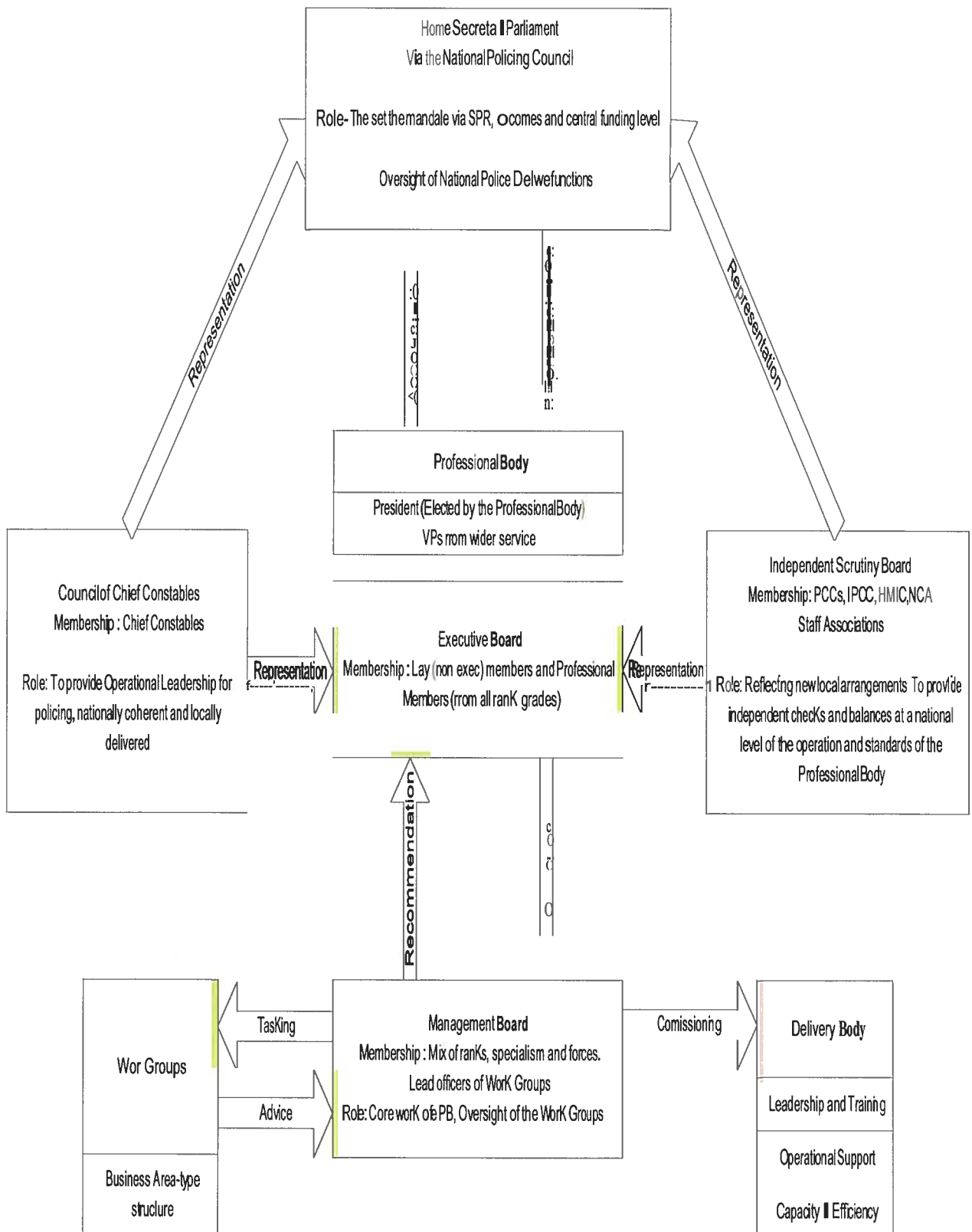
*That the Home Office, either wholly through a top slice or jointly with the APA, confirm ACPO's grant for 2011-12 at the earliest opportunity*

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**Fig 33 : Potential Governance Structure of Professional Body for Policing**



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**Table2: Possible Membership levels for Professional Body**

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

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

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

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

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

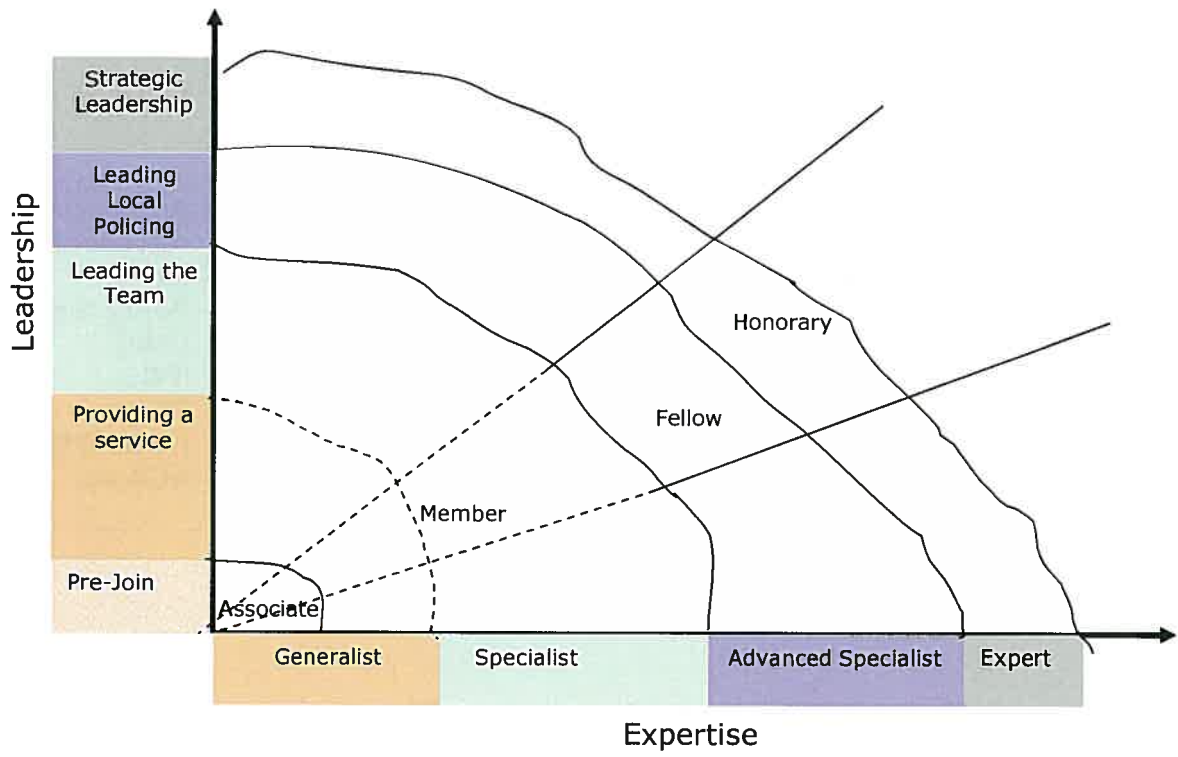
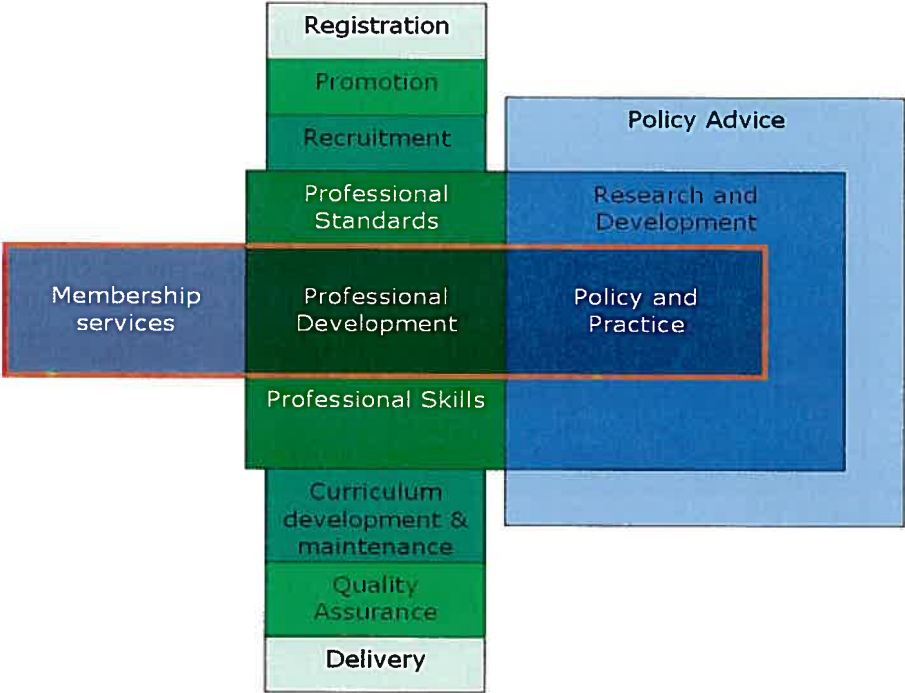


Fig 12 Core delivery functions of the Professional Body



**Table 9: Potential funding through membership fees**

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

