



College of
Policing

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Leadership Review

June 2015

Recommendations for
delivering leadership
at all levels



for **Better**Policing

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Foreword

by Dame Professor Shirley Pearce, Chair of the College of Policing



Everyone working in policing deserves the very best leadership and management at all levels in order to deliver the highest levels of service to the public.

This review builds on the strengths in policing. It identifies the challenges for the future and makes recommendations about how we need to change in several key areas, including:

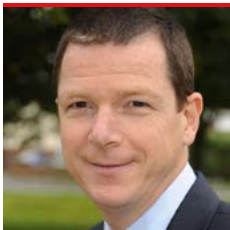
- culture and the need to balance the requirement for command in some operational situations with a culture of asking questions and enabling challenge – embedding reflective practice, peer review and a commitment to building a body of knowledge will enhance policing learning and practice
- promoting the best and increasing diversity by removing subjectivity from processes and ensuring promotion and selection are based on merit and measurable skills
- management and leadership skills – recognising that more attention needs to be given to management education and development, not just leadership development
- reward – introducing lateral progression as well as promotion, in recognition that policing increasingly needs specialist skills and leaders and that status and reward do not come from rising up through a rank structure alone
- consistency – ensuring that the recommendations and ways of working are consistent across 43 forces wherever this is appropriate to reduce duplication, cost and to increase movement and diversity across forces.

I look forward to supporting the College and working with others in the policing landscape to deliver the recommendations.

Professor Dame Shirley Pearce, Independent Chair, College of Policing

Foreword

by Alex Marshall, CEO of the College of Policing



The College of Policing Leadership Review makes ten recommendations that, taken together, will equip leaders of the future with the skills and knowledge to succeed. It is relevant at all levels in policing, for both officers and staff.

I do not underestimate the challenge of delivering these recommendations. While the College has a significant part to play, success in implementing the review requires a much wider response from across the police service, police and crime commissioners and the Home Office. It is important that senior leaders set an example and that is why one of the recommendations invites them to address their own continuing leadership development needs. This example of personal responsibility is fundamental to increasing professionalism across policing.

Implementing the recommendations inevitably comes with a cost, but we accept that investment is crucial if we are to improve the way that our leaders are developed. It is the workforce in policing who have delivered the changes of recent years. Only by investing in and valuing the people who work in policing will we succeed in overcoming the tough challenges in the next few years. Delivery of all the recommendations may take time but, in the long term, it is essential that policing makes this investment.

The College will work collaboratively across policing to implement these recommendations and shape the future direction of police leadership.

Chief Constable Alex Marshall

1 Introduction

1.1 Why do we need a review?

- 1.1.1 Our police service is the envy of many around the world, respected for its strength of purpose and public service ethos. Leaders at all levels of the police can be proud of a tradition of success in handling challenging incidents on a daily basis. The police service has managed stringent budget reductions while also adapting to new developments in political accountability, patterns of crime and in the task of protecting the public.
- 1.1.2 There is, however, a powerful need for change. The future context identified in this review demands a fundamental change in the way we equip the whole police workforce with leadership skills and knowledge. Only by being highly adaptable, extraordinarily effective and operating from the basis of a knowledge of what works will policing maintain its reputation and continue delivering on its commitment to prevent crime and protect the public. A failure to adapt and prepare for the future means there is a serious risk that the police service will falter under twin pressures of financial constraint and declining legitimacy.
- 1.1.3 Debate has been mounting in recent years about the structure, status and culture of policing, and many efforts have been made to identify ways to support all those working in the police to fulfil their duties while adapting to new social, economic and political realities. These efforts have met with, at best, partial success. This is not due to failures of intent, diligence or commitment. Rather, they have foundered on the reality that consistent cultural and structural reform is one of the most difficult things to achieve in any single organisation, let alone in the 43 locally based, independently funded and accountable forces which, together with non-geographical organisations, comprise policing in England and Wales.
- 1.1.4 The benefit of embedding consistent, professional practice that is ethically based and informed by evidence has been articulated many times. That it remains an unfulfilled goal for UK policing is in part because we still wrestle with conflicting images of policing as a profession, and as a craft: ‘The Job’. However, with the establishment of the College of Policing as the professional body, the introduction of a consistently adopted Code of Ethics, and the imperative of keeping up with external change, the opportunity to make progress towards this goal is greater than ever.

- 1.1.5 The risks arising from not making progress are also greater than ever. The development of an ethical, evidence-based police profession must be applied at all levels and especially to the practice of leadership. Not doing so will result in a failure to unlock the full potential of those working in policing that will, in turn, inhibit the police service’s ability to meet the challenges of the future or provide the best service possible to the public.

1.2 What is the role of leadership?

- 1.2.1 **Leadership can be described as the quality which connects an understanding of what must be done with the capability to achieve it.**
- 1.2.2 Leadership is a term often misused by those who dispute its value, or by those convinced it is a panacea for all ills. It is not the sole preserve of those in high-ranking roles, but a capability that is necessary and can be developed at every level.
- 1.2.3 In policing, leadership can be described in four dimensions: individual, operational, senior and organisational. At the individual level, everyone working in policing needs leadership attributes to be successful in their role. At the operational level, incident management and team effectiveness are critical. The task is different at a senior level, which is more strategic yet still requires elements of command. Organisational leadership involves the governance, executive and direction of a service at a systemic level.
- 1.2.4 To build fit-for-purpose police leadership in an evidence-based, ethical profession serving a diverse, democratic society, we must first identify desirable traits in an ideal police leader.

Views provided to this review suggest that the ideal police leader is driven by the core values of policing, seeks out challenge and is quick to adapt; someone with an ability to understand and exploit the benefits of technology and good business practice. This is a leader who empowers, trusts and supports every individual to succeed among their peers, within their teams and across their organisations; who copes with the challenges of emerging crime and public safety issues; who values difference and diversity; and who readily accepts personal accountability while retaining the trust of communities. These are leaders who demonstrate resilience in responding and adapting to high pressure and complex situations, without compromising these other characteristics.

- 1.2.5 While no single leadership style or model can be said to be the complete answer to future demands, a collective style of leadership is found in many successful organisations. It is a style that places the leader in the role of an enabler, ultimately working to support the team. A more collective model of leadership may shift power to all levels and improve two-way communication.

- 1.2.6 Having described these qualities, we must guide leaders along changing career paths, recognising the need to get the best from people through appropriate support and accountability matched with realistic reward and recognition. This review found investment in leadership development to be patchy and, in financially challenging times, training in the intangible ‘soft’ skills that are vital to leadership can be the first to be cut. Yet it is essential that we have the best possible leadership if we are to navigate future demands successfully. A concern articulated by some is, ‘what if you invest in developing your people and they leave?’ To which the response must be, ‘what if you don’t invest in them and they stay?’.

1.3 Why is this review the College of Policing’s responsibility?

- 1.3.1 Leadership is a primary issue for a body establishing the elements of a formal profession. It sits at the heart of what it means to practise as a professional and it is the responsibility of a professional body to state what can be expected of leaders in that profession.
- 1.3.2 In its first year the College began to review whether training and development for leadership were being done as well as they might be given the changes affecting policing. The review had begun to investigate the structures and outcomes of leadership programmes and to devise what future leadership training and development might look like. It became apparent that a fundamental review of the future requirements of police leadership was needed, and this was the mandate adopted following a Home Secretary statement to Parliament on 22 July 2014.
- 1.3.3 In conducting this review the College has made use of the widest range of evidence available, in line with our commitment to embedding evidence-based practice. Sources ranged from academic articles and trials to workforce data and surveys, and from engagement with external organisations to consultations with the police workforce. However, in many areas current evidence is at best partial. We must accept this reality while we continue to build the evidence base, and not be afraid of basing judgements on the best available evidence.
- 1.3.4 The vision of the College of Policing is to be a world-class professional body, equipping our members with the skills and knowledge to prevent crime, protect the public and secure public trust. Working with and for every citizen remains fundamental to policing. It takes high levels of trust to do it well – within the police service, and between the police, partner organisations and the public. That is what great leadership delivers.

2 Methodology

2.1 Phases

2.1.1 The review was divided into four phases, with timescales creating the need for activity to take place concurrently. The phases are represented by four questions:

- What is the future context within which policing will operate in the next 10 to 15 years and beyond, and what specific challenges will this bring?
- What does this mean for future police leadership and the type of leaders needed?
- What changes therefore need to be made to select, train and develop the best future leaders?
- What cultural or structural barriers need to be removed?

2.1.2 Recognising that leadership in policing is exercised by individuals across all ranks and roles, the review team was set up to reflect the diversity of those working across policing, including police officers and staff from varied ranks, grades and roles, those representing the special constabulary, and other parts of the policing landscape. A reference group from within policing provided a critical voice to ensure the team had access to the broadest possible range of views.

2.1.3 Every element of the review has been characterised by engagement which has invited challenge, involved a wide range of people and been exploratory and inclusive in opening up areas for consideration. Engagement brought people together from across policing and recognised different contributions and experiences.

2.1.4 The ambition has been to produce recommendations that will address the experiences and needs of those in policing, while creating a sense of ownership in support of their implementation.



2.2 Establishing the evidence base

2.2.1 The review team examined academic and professional literature as a means of informing the evidence base. The team also identified sources, supplemented by their contacts and engagement with the reference group and other stakeholders. Of the 290 sources accessed, 143 related directly to policing. The quality, relevance and degree of consensus that existed in the literature were considered by a working group of staff drawn from across the police service. The main lessons from each source were mapped against the four questions to guide activity. Where evidence was strong, these areas were looked at in greater depth. A bibliography is available on the College of Policing [website](#).

2.2.2 While the literature provided valuable lessons in many areas of leadership development, within and outside policing, there were some areas where the review team found little direct evidence. This too has been noted; the development of a greater body of evidence in these areas will be important in the future. In a similar vein, where new practice is applied in future it will need to be evaluated so it can contribute to the growing body of knowledge about what works in policing.

2.2.3 Recommendations made by previous reviews of police leadership were revisited, dating back to the Sheehy Inquiry over 20 years ago. By doing this it was possible to identify where previous recommendations have been introduced and been successful, or reversed or not progressed, and to try to understand why this had been the case. Recognising that many of the previous recommendations for change that had been unsuccessful had been considered in isolation from each other was an important factor in guiding the approach taken in the current review.

2.2.4 Analysis of concurrent public sector reviews into leadership was also made available to the review team, for example, The Rose Review (2014- 2015), The Future of NHS Leadership (Health Service Journal, on-going 2014-2015), The King's Fund (Leadership Vacancies in the NHS by Ayesha Janjua, 2014), and the Army's Leadership Review (RMAS, on-going 2014-2015). The similarities and distinctions were considered as part of the literature review. We are also mindful of the inquiry into local policing, leadership, ethics and accountability being conducted by the Committee on Standards in Public Life and have held helpful discussions on common themes with members of the Committee.

2.2.5 The review team commissioned Cass Business School as an academic partner to examine and challenge the findings from this initial literature review on the future context and its implications for police leadership. Cass Business School tested the initial research and evaluated whether appropriate conclusions had been drawn from the available literature. The Cass report suggested some additional considerations and identified areas where they felt insufficient emphasis had been placed on the implications for future police leadership. A full copy of the Cass report is available on the College of Policing [website](#).

2.2.6 The review team held a workshop with a range of officers and staff from across the police service to explore the themes that emerged from the literature and the Cass report, and to consider the implications for police leadership. The output from this session has been integrated across the report and the recommendations. Both Cass and workshop participants emphasised two crucial areas where they felt horizon scanning was underestimating the scale of change: the demands being made on police leaders by an increasingly complex operating environment, and the consequences of growing digitalisation.

2.3 Stakeholder engagement

2.3.1 The review team engaged with stakeholders with three clear objectives, reflecting the stages of the review:

- gathering views about the future 10 to 15 years ahead, how policing may change in that time and what the implications might be for leadership
- testing emerging themes
- developing and challenging ideas and recommendations – this was intended not only to test and refine ideas, but also to ensure a clear thread ran from the literature and engagement output through to conclusions and recommendations.



2.3.2 The engagement took a variety of forms including one-to-one interviews, workshops, regional conferences hosted both by the College and by independent organisations in conjunction with the review team, in-force focus groups specifically for front-line officers and staff, and online conferencing and engagement through the Police On-Line Knowledge Area.

2.3.3 Views were captured from staff at all ranks and grades, a cross-section of roles, and from organisations across the policing landscape, including Her Majesty's Inspectorate of Constabulary (HMIC), the Independent Police Complaints Commission, the National Crime Agency (NCA), as well as insights from programmes run in partnership such as the Joint Emergency Services Interoperability Programme.

2.4 Views from beyond policing

2.4.1 The review recognised the importance of capturing the lessons of leadership development from the widest range of sectors outside policing. To this end the Chair of the College engaged on a one-to-one basis with high-profile, successful leaders from academic, health, political, religious and commercial environments from the UK and internationally, including BT, British Airways, Barclays, Kingfisher Group, Committee on Standards in Public Life, international policing and leading academics in the field of leadership and related subjects. A summary of key points drawn from these interviews can be found on the College [website](#). To ensure the integration of external perspectives and experience, the review team also engaged with the NHS Leadership Academy and the MOD Defence Academy.

3 The future context for police leadership

3.1 In examining the research and analysing the material from stakeholder consultations this review identified five major trends affecting the future context for police leadership:

- economic challenges
- shifting demographics
- rising citizen expectations
- rapid technological advances
- the arrival of the internet as a social space.

These trends are all inter-related and together they are driving complexity and change at unprecedented rates. Policing is already experiencing the impact of these trends, particularly in technological innovations and growing social diversity.

3.2 Harnessing the benefits of diversity in communities and workplaces is both one of the greatest opportunities and one of the greatest challenges facing the UK. Our research identified a widespread view that the credibility and impact of leadership is greater where it has an inclusive profile. The evidence suggests that diverse teams are stronger and more successful when they accept and encourage differing perspectives, enable people to be authentic and bring positive attitudes and external influences to their professional life.

3.3 It is clear that improving the police service’s record in valuing difference and diversity cannot be addressed solely through this review. Nevertheless, this review can play an important part in supporting and enhancing difference in policing by ensuring there is greater fairness, transparency and consistency. This can assist the progression of individuals from under-represented groups so police leadership can benefit from the advantages of difference and diversity and better reflect the communities it serves.

“Leaders of the future need to be coaches and mentors.”

Contributor, Regional Conference Event 2014



3.4 The future context will continue to be one of reduced resources in the public sector. Making financial savings is often hard and controversial. However, it can also prompt innovation, such as introducing new ways for citizens to engage with the police through technology, or co-locating or integrating with other public or private services. Police forces will deliver services in conjunction with organisations from other sectors and will have to leverage actions from those organisations in order to solve problems. New organisational structures are already appearing, based on strategic alliances and collaboration among police forces and between those forces and external partners. The need to lead and manage all staff efficiently and effectively, with the right skills for their roles and delivering service based on ‘what works’ will be paramount.

3.5 Future organisational structures will need to be more efficient in cost terms and flexible enough to cope with greater innovation. The traditional model, in which policing capabilities are delivered exclusively through local police forces, may be giving way to one in which multi-force and national structures play a greater role. At the same time, there is a trend towards merging and centralising functions within forces, and supervisory ratios in many forces have increased as budgets have decreased. However, police leaders must remain responsive to local needs and capable of remotely coordinating and leading the work of officers, staff, and volunteers. They also need to exercise sufficient influence with partner agencies in the collaborative delivery of services.

3.6 Reducing hierarchy and bureaucracy by adopting flatter structures and increasing the span of command was something frequently mentioned by external leaders consulted by the Chair. A wider span of command necessitates greater levels of autonomy and expertise among employees. Policing needs to attract skilful, knowledgeable people who work from an evidence base wherever possible and exercise professional discretion independently. They will lead, and be led, in conjunction with others, and in situations where the span of command may be much greater and where much more emphasis is placed on the level of practitioner autonomy.

3.7 Those working in policing will, increasingly, be recruited from generations that have demonstrated significant shifts in attitudes and expectations, the so-called millennials (people aged 18 to 26 years at present). The cohorts that have just entered the workforce, or are just about to, share a scepticism of authority, are highly and openly diverse in culture, lifestyle, and behaviours, and have never known a world without global, always-on digital communications. They have high expectations in terms of access to information about their employer's strategy and participation in learning and development opportunities. They will, and should, demand a level of technological sophistication at work that matches their personal experience, and many organisations are having to adopt new technologies and processes in order to remain competitive in attracting talent.

3.8 While the use of new technologies may support greater operational efficiency, it will entail additional upfront investment. It is also likely to reinforce the impetus towards structures that are less hierarchical and require skill sets such as analytics, forensic computing and change management. This highlights the importance of recruiting and training specialist practitioners while developing appropriate expertise internally.

3.9 At the same time, new forms of governance, such as the directly elected Police and Crime Commissioners (PCCs), are changing police accountability. Police leaders need the political skills to respond to these new forms of governance, and the communication skills to articulate a coherent purpose for policing in a more ambiguous and challenging world.

3.10 Leaders in policing need greater managerial ability, professional knowledge and technical skills to meet the challenges and exploit the opportunities the future context presents. Agility and flexible thinking are required as, for example, the constantly evolving threats from organised crime and terrorism challenge traditional policing methods.

4 Implications for policing

4.1 From the origins of British policing in the 19th century, an emphasis on preventing crime was established as the most important duty of the police, along with the notion that securing public approval and cooperation are fundamental to achieving police objectives.

4.2 It seems unlikely that these core principles of policing will change in the future. The police will always be expected to prevent or respond to crime, harmful acts, or accidents, both as an emergency service and as the primary organisation charged with preventing and investigating crime. But the policing mission has also widened to provide more protection to the vulnerable, in private and public spaces, and increasingly online. Leaders in police and partner organisations must find more effective ways to deal with the demands of the digitally enabled, globally connected world.

4.3 In January 2015 the College of Policing published an analysis of demand on police services which highlights changing patterns of crime and public protection. The emergence of identity theft and other fraud on the internet, new forms of terrorism, the growth of cross-border crime and the increase in current and historical investigations into child sexual abuse all present hard choices concerning the use of scarce resources. These new crimes, which exacerbate rather than replace 'traditional' crimes, will occur in a world in which life is lived more and more online.

4.4 Between 2010 and 2014 the total number of full-time equivalent officers fell by around 16,000, a drop of 11 per cent. While police recorded crime has fallen, the overall trend is that demand on police services is increasing in other ways. Different types of crime and incidents result in different cost impacts on police forces, so basing cost assessments on numbers alone can be unreliable.



4.5 The demand analysis found evidence of contradictory trends. Police recorded crime and incidents as a whole have experienced a decade of decline. But there have been increases in specific types of crime, including rape, and in public safety and welfare incidents, especially those involving mental health issues. The biggest shift in police resources in recent years has been increased investment in protecting the most vulnerable from harm and focusing on the highest risk offenders.

4.6 These key themes, with the issues outlined in **section 5**, have informed this review and led to the production of specific recommendations. Taken together, the recommendations address our aim of supporting police leaders in their professional practice and development and enabling policing to meet the challenges of the future.

“We need a different type of leadership for the future.”

Contributor, Regional Conference Event 2014

5 Supporting police leaders

5.1 Key areas

The evidence we have gathered suggests there is a need to promote positive practices and overcome specific obstacles within six broad areas:

- improving culture
- addressing unintended consequences of hierarchy
- increasing diversity and valuing difference
- giving attention to both management and leadership development
- recognising lateral development
- achieving greater consistency of practice across forces.

There are many overlaps across these six areas, but they provide the foundation for all of the recommendations.

5.2 Improving culture

5.2.1 There are many positive aspects of police culture, including decisiveness in difficult situations, compassion and care, a constant ‘can-do’ attitude. However, in the research for this review people both inside and outside policing identified negative aspects of policing culture that may impede change, prevent internal challenge, restrict innovation and, at worst, damage individual and institutional legitimacy. The nature of police work, including the presence of personal risk, can encourage a tendency to stick together in the face of threats and at worst, result in insular attitudes that inhibit change. The need for cultural change underpins many of the recommendations of this review and we should not underestimate what a challenge it will be to deliver.

5.2.2 Adopting elements that can be associated with its development as a profession can help policing assure the quality of its service in a changing context. These elements include:

- using a knowledge or evidence base in setting standards and making operational decisions
- an ethical framework such as the Code of Ethics' nine policing principles, to guide practitioners in increasingly challenging situations
- a clear system of skills accreditation, qualifications, and licensing for specialist practice that recognises professional knowledge and expertise
- a framework of Continuing Professional Development (CPD).

5.2.3 Policing at its best is based on knowledge allied to professional judgement, not on hierarchy wedded to procedure and process. The demands of the future require more emphasis than ever to be placed on what police officers and staff know, not what rank they hold. In that context, leadership occurs and must be developed at all levels in policing, in different ways. All officers and staff should be reviewing the evidence of what works in policing and have a high degree of professional discretion. Police staff should have as much of a voice as warranted staff in reviewing the evidence for what is and is not working.

5.2.4 We heard that in a command-orientated world there is a tendency to shift towards the 'heroic' model of leadership in which an individual is the figurehead and followers are there to ensure the leader's will is carried out. We advocate more emphasis on a model in which leaders are there to ensure the success of their teams. In doing so, the potential exists to develop a culture of enquiry within policing where reflective practice, peer review and a range of other techniques are used to enhance practice and learning.

5.2.5 Taking command remains an essential part of the leadership repertoire, but the overuse of command as a leadership style risks disempowering those who are being commanded. It poses potentially the greatest obstacle to the culture of candour and challenge that is necessary to succeed in the future context. Associating leadership exclusively with command misses out many of the effective leadership and management skills that leaders need.

5.2.6 The contrast between management culture and street culture in policing has been well studied. 'Street cops' think 'management cops' don't understand their job; 'management cops' think 'street cops' don't listen. Studies of hierarchical decision making suggest this is in part a result of the potential for miscommunication in layers of bureaucracy at every level. The rank structure in policing may exacerbate this.



5.2.7 The nature of police work often necessitates a reactive style which, alongside other aspects, contributes to a culture where problems are solved at the point where they occur, rather than proactively at the point where they originated.

5.2.8 While wholesale culture change in any organisation is a long and demanding process, positive leadership can help to promote positive cultural traits that will, in turn, assist the police in adapting to a volatile and uncertain future. Ensuring public service motivation remains at the heart of police culture, and reinforcing this message throughout the workforce through fairness and transparency in internal procedures, will ensure that police culture works for officers, staff, volunteers and the public.

5.2.9 It is self-evident that those at the top of an organisation have significant influence over the culture and behaviours displayed by the rest of the workforce. Encouraging the involvement of chief officers in adopting professional development and applying the best recruitment and selection practices is a crucial strategic element of driving change. Contributors to this review strongly supported the proposal that all chief officers should set an example and actively seek feedback in respect of their leadership styles, behaviours and values.

5.2.10 If self-reflection and development are to become the norm for all in policing, they must be more comprehensively promoted at executive levels. We would expect to see more widespread adoption of the principles of 360-degree feedback, consistent and active use of staff surveys in forces to guide people strategies, with results benchmarked against the best in other forces and organisations, and greater efforts to solicit feedback and promote reflection on the way decisions are made and how chief officer teams are operating.

5.2.11 In some forces chief officer teams have adopted initiatives to add diversity of opinion and perspective, and encourage constructive challenge in senior decision making. One such initiative is the use of external independent advisors to advise and challenge the senior team. This review proposes that such initiatives should be encouraged and evaluated.

5.2.12 A number of stakeholders raised a specific concern about the transparency and fairness of chief officer selection processes. In 2012 the regulation that required chief officers to have had experience in another force was removed, along with the requirement for HMIC to guide and advise on chief officer appointments. Some now believe that chief officer selection tends to favour ‘safe’ local candidates. This concern applies equally to PCCs selecting chief constables and to chief constables selecting their team. In making senior selections at chief officer level, good strategic advice and support should be available to those making key decisions. As a result of this review the College proposes to explore how such advice and support can be provided, with the Home Office, PCCs and chief constables.

5.2.13 From this year, all the delegates graduating from the Strategic Command Course will be expected to undertake and demonstrate annual CPD. For existing chief officers, the College will support a programme of development and encourage the adoption and evaluation of different approaches for bringing diversity of thinking into senior teams.



Existing police leaders should influence and drive the required culture change by demonstrating their own commitment to personal development and supporting the implementation of the review.

In order to achieve the changes described in this review, senior leaders of the police service must set an example and model professional development. They should ensure their leadership styles are reviewed, the selection of their teams is open and fair and the diversity of thinking brought to their decisions is as broad as possible.

All chief officers should complete continued professional development, use staff surveys and undertake regular 360-degree feedback sessions.

The College will support forces that wish to introduce diversity of perspectives into their senior decision making, such as evaluating the use of external independent advisers by chief officer teams.

The College will promote a debate with the Home Office, PCCs, and the National Police Chiefs’ Council about how strategic advice, support and coordination can be offered to those making decisions about appointment to senior leadership positions.

To be delivered by: **Forces, the College, PCCs, NPCC.**

Recommendation 1

5.3 Addressing unintended consequences of hierarchy

- 5.3.1 The trends identified in our horizon scanning suggest that the police must find ways of empowering individuals to contribute to collective efforts, adapt to different situations and improve the flow of information and decision making throughout the chain of command.
- 5.3.2 The future context in which the police will operate may see them taking responsibility for work delivered by multi-disciplinary teams, managing and being managed by people from other sectors, and we can expect to see more movement by choice in and out of the police service at different levels. This requires alliances, influence and persuasion, and an increasingly collective leadership ethos based on the recognition that tough problems require whole systems to be engaged in solving them.
- 5.3.3 Most of the police forces of the United Kingdom use a standardised set of ranks, with some variation in the most senior ranks for the Metropolitan Police Service and the City of London Police. Over the years ranks have been created, abolished, amalgamated, and sometimes revived. Most of the ranks that exist today were enacted under the Metropolitan Police Act of 1829.

- 5.3.4 Feedback gathered during the course of this review suggested that within policing, the existing number of ranks, each of which creates a layer of supervision and bureaucracy, can inhibit the development of an aspirational culture in which every member of the organisation seeks to operate at the highest level they can attain. The distance between the majority of the workforce and senior leaders created by the rank hierarchy can reduce the willingness of some to adhere to best practice or seek development opportunities.
- 5.3.5 There is evidence from the commercial sector to suggest that flatter structures may allow organisations to be more responsive to social shifts and agile in meeting market demands, because they have fewer levels of decision making and therefore fewer communication barriers. This view was supported by feedback from external leaders consulted by the College Chair, Dame Shirley Pearce. Research into employee engagement points to the importance of a compelling strategic narrative which can be shared throughout an organisational hierarchy. Too many layers of supervision may present a barrier to clear communication, which is crucial for building trust.
- 5.3.6 It is important that any change to rank structures is linked to increased professional autonomy and a reduction of bureaucratic burden. Provided this is the case, many of those working in policing who participated in the consultations for this review expressed the view that a reduction of layers would bring benefits beyond just the reduction in numbers at certain ranks. They also acknowledged that this would be a substantial piece of work which would need to consider a wide range of issues and views, including pay and conditions.

Review the rank and grading structures in policing across warranted and staff roles.

Ranks and grades in policing may need to be reformed as we move towards policing based on greater levels of practitioner autonomy and expertise. While starting with police officer ranks, the same approach should be applied to police staff tiers and grades.

The College will support such a review, creating an evidence base for how reform to the rank structure might be achieved successfully and permanently. This recommendation will require the Home Office and forces to work with the College to ensure consistency.

To be delivered by: **The College, Home Office, forces.**

Recommendation 2

5.4 Increasing diversity and valuing difference

- 5.4.1 To maintain public legitimacy the police service must be able to demonstrate the highest levels of integrity in all decision making and actions. It must reflect, understand and enjoy the trust and confidence of all the diverse communities it serves.
- 5.4.2 The College of Policing is already delivering a national programme to improve the recruitment, development, progression and retention of black and minority ethnic (BME) officers and staff. We expect that positive action approaches will continue to be needed, but they must also be based on evidence and assessed for positive impact as well as any unintended consequences. This means developing and implementing positive action initiatives in a way that ensures participants, their employing forces and the College each take the appropriate level of responsibility to achieve the best possible outcomes.
- 5.4.3 Adoption of best practice and positive action programmes will not deliver a police officer and leadership profile representative of the population. There are some encouraging signals from recent intakes to Fast Track and Direct Entry programmes but the scale of the BME representation challenge facing policing is huge. It is estimated the BME population of England and Wales will be 16 per cent of the total population by 2026. The police service would need to recruit approximately 17,000 BME officers over the next 10 years for police to achieve a more representative profile.
- 5.4.4 In partnership with forces and other stakeholders, the College is developing a Valuing Difference Strategy. This strategy will review evidence around the need for a change in the law surrounding positive discrimination in order to enable policing to address the under-representation of BME communities within an acceptable timeframe.

- 5.4.5 Shifting the focus of recruitment and selection towards a values-based methodology and improving objectivity in promotion will build confidence that getting in and getting on in policing are based on merit. Improving the measures and, eventually, the accreditation of the skills and attributes required for promotion will contribute to a wider sense of procedural fairness.
- 5.4.6 In discussions with stakeholders, the importance of leaders demonstrating a commitment to appropriate values came through strongly and was linked to leadership qualities such as integrity, appropriate humility and the ability to motivate others. The use of the College’s Code of Ethics in selection and promotion offers the prospect of service-wide, career-long commitment to agreed values and is a necessary step in ensuring leadership in the police service is based on an ethical framework.
- 5.4.7 **Incorporating values into assessment does not mean a move away from competencies.**

Professional competence will need to remain an important criterion in future selection practices. However, we do foresee promotion and internal selection being increasingly judged on the basis of accredited skills and the strength of the development and CPD programmes in which individuals have participated. Combining behavioural competencies with values helps ensure that selection practices identify those people who ‘do the right thing’ as well as ‘do things right’. Selecting the right people through fair decisions based on effective processes is a central component in developing a high-performing workforce.

- 5.4.8 The NHS has introduced Values Based Recruitment, driven by the Francis Report on standards of healthcare in the Mid Staffordshire NHS Trust. The report highlighted the vital role of the workforce in providing safe, high-quality healthcare and in doing so it emphasised the importance of staff values and behaviours for levels of care and patient experience. A literature review conducted as part of the NHS work showed that a close match between an individual’s values and the stated values of the organisation is associated with significantly improved job and organisational satisfaction. A number of other organisations and sectors are developing, or have developed, similar approaches, from the Financial Conduct Authority and the John Lewis Partnership to the National Society for the Prevention of Cruelty to Children.

- 5.4.9 There is still only limited evidence for the long-term benefits of values-based selection, but policing should join other sectors in assessing how this approach can attract and promote leaders who act as role models to encourage ethical behaviour, at all stages of their career.

Embed the values articulated in the principles from the Code of Ethics in all local and national selection and promotion processes.

Policing has nine principles set out in the College’s Code of Ethics: accountability, integrity, openness, fairness, leadership, respect, honesty, objectivity and selflessness. All assessments for recruitment, selection, or promotion should reflect and promote the principles.

To be delivered by: **The College, forces, PCCs.**

Recommendation 3

- 5.4.10 The entry routes into policing are varied. Currently there are five: recruitment at constable, police staff recruitment at all levels, the external stream of Fast Track to Inspector, Direct Entry at Superintendent, and Direct Entry at Chief Constable (for eligible overseas chief officers). Some of these routes have only recently been introduced and the way the whole system operates is still evolving.
- 5.4.11 It became clear to this review that some of the career choices and pathways these different routes enable are confusing to the external recruitment market as well as to those internally who believe they have potential to rise to senior roles. For example, evidence from the Fast Track programme this year indicates candidates may have benefited from a clearer distinction about who the programme was seeking to attract, whether new graduates or candidates with work experience.
- 5.4.12 With greater clarity, entry, exit, and re-entry arrangements could support career choice and flexibility and make policing careers more easily defined and attractive. Policing has not consistently recognised the value added by those with outside experience while career achievement is recognised almost exclusively through promotion, or via a small number of highly specialised roles. These factors can prevent leaders giving appropriate focus to realising potential and maximising the talent in their workforce.
- 5.4.13 The current Direct Entry at Superintendent programme is attracting interest, support and scepticism. The first cohort joined the police service in November 2014, and comprehensive evaluation is underway and will take place throughout the 18 months of the programme. This evaluation is creating the evidence base on the implementation of the programme and will influence any decision on the extent to which direct entry at other ranks should be introduced.
- 5.4.14 What is clear is that the police service should be focused on selecting people for such programmes, whether from internal or external cohorts, who have the potential to be senior leaders in policing. External leaders consulted by the Chair supported the notion that multiple entry points could enhance diversity of thinking and offer benefits to a whole organisation.

- 5.4.15 We looked closely at two entry programmes for graduates into policing and how they complement one another. The Fast Track was, as observed above, open to both new and more experienced candidates. We also looked at Police Now, a two-year leadership development scheme run by the Metropolitan Police Service. Working in a similar way to the national Teach First programme, participants gain two years' experience as a constable. At the end of the two years they can exit the police service, remain on a regular career pathway, or apply for the internal talent programme.
- 5.4.16 A programme to attract the most diverse talent nationally should not necessarily be aimed at recruiting people who will have the potential to become chief officers or senior staff members. It should look to the most successful graduates who can bring diversity of thought and perspective into policing. Early indications are that Police Now has the potential to be an appropriate format, but it has not yet been evaluated. To complement a scheme for new graduates, the Fast Track to Inspector programme should be repositioned as a Direct Entry at Inspector programme aimed at candidates who can demonstrate management and leadership capability. It would take a similar form to the current Fast Track but make clearer the offer to the market, attracting individuals with proven leadership and management skills into the police service.
- 5.4.17 As well as having access to leadership development, police staff and members of the special constabulary should have the opportunity to be considered for police officer positions, via direct entry routes. Developing leadership opportunities for police staff is discussed further in **recommendation 7**.

- 5.4.18 There should be a more strategic and collective view of workforce planning in policing, to ensure that direct entry and internal talent programmes create a balance of internal opportunity and external entry across England and Wales. It is also vital to ensure that we are spotting the most talented officers and staff within the police service, and supporting their progression through fair and transparent processes into senior leadership roles.
- 5.4.19 Many current officers told this review they would like the opportunity to step out and potentially return at a higher rank. In 2013 regulations were amended to allow officers to return to the police service at the rank they last held, within a five-year limit. This can be extended by the relevant chief officer in exceptional circumstances. This amendment should be taken further, to allow officers at any rank to re-enter at a higher rank if they can demonstrate the appropriate skills, competence and values. The time-limit for return to the profession should be extended beyond the five-year limit depending on the relevance and applicability of the applicant's external experience.
- 5.4.20 Introducing more flexible exit and entry and a positive attitude towards these career decisions will encourage greater recognition of the value that external experience can bring. Pension arrangements in the future will be less of a barrier to such choices. There is already scope for movement of pensions between different public services, although the availability of advice and guidance for officers and staff who wish to explore such avenues was described to this review as poor. The College is exploring the options to assist members in making the best career choices, which includes promoting access to appropriate contractual and pension advice. This will include ways in which those who have left policing can remain connected to the profession.
- 5.4.21 There is strong support among stakeholders for ensuring that all current and future senior leaders have the opportunity to undertake a secondment with an organisation outside policing. Forces should ensure that officers and, where appropriate, staff undertake an external secondment before taking a chief officer post (ie, assistant chief constable, assistant chief officer or above) because of the value such experiences can add to leadership capability. This may not be necessary or appropriate for those who already have considerable external experience. This view came through very clearly in interviews with external leaders consulted by the Chair of the College—secondments are common practice in business, higher education, professional services firms and the civil service. We also propose developing systems and guidance to promote the benefits of secondments and job swaps with other organisations or forces. This will support development in role and lateral progression as well as promotion.
- 5.4.22 Establishing a national framework for standards and selection, as per **recommendation 9**, will enable more consistent management of those who are taking a career break or a secondment, or those temporarily changing their career followed by re-entry to the police service. Direct entry, re-entry, secondments and talent programmes can support the development of a critical mass in police leadership with a diversity of backgrounds, experience, thinking and perspectives. Together they can have a major impact in the area of positive culture change.

“We have leaders who are under a lot of pressure to reduce crime – shared objectives with partner agencies would be helpful for police leaders.”

Contributor, Regional Conference Event 2014

Provide a structure of entry, exit and re-entry points to allow career flexibility.

The College will ensure there are clear career paths within policing to allow progression within the police service and routes of entry from outside. Alongside traditional routes of entry, this will include an entry programme for graduates, Direct Entry at Inspector, progression for those with potential to reach the most senior positions in policing and amendments to regulations so that officers who leave the police service can re-enter at the same or a higher rank. Development opportunities will enable potential executive leaders to gain external experience, including through secondments and career breaks.

To be delivered by: **The College, Home Office.**

Recommendation 4

5.4.23 **Career movement within and between forces, and within and between policing and other sectors, can provide benefits to individuals and organisations. This movement would be supported by a requirement for all forces to advertise all police officer and staff vacancies nationally.**

The aim should be to provide the largest pool of people to select from in order to increase the opportunities for selection to support positive changes to police culture. Chief officer posts must already be advertised nationally, and a number of forces open up specific promotion processes to candidates from outside their own workforce.

5.4.24 Putting all other posts on the same footing and applying a consistent approach across the police service will help improve transparency and openness while further contributing to increasing the diversity of experience and

perspectives within forces. It will help facilitate career changes and breaks, and increase potential for secondments. Posts would be open to applications from any suitably qualified candidate from any force, while the selection process would be owned – and the resulting appointment made – by the appointing force.

5.4.25 National advertising should only be applicable to all substantive recruitment and promotion processes, not to the regular reallocation of roles necessitated by local situations. Supporting this approach may require the Home Office to ensure consistency of any relevant pay and conditions. There should be a central resource for careers-related information about policing which can help guide people in making decisions about career choices. This is a service the College of Policing could undertake for members.

Advertise all vacancies for recruitment and promotion nationally.

All potential opportunities in policing should be open to the widest pool of capable and suitably qualified candidates. This will ensure candidates have the greatest chance to fulfil their potential and promote greater diversity, flexibility and mobility throughout the police service.

To be delivered by: **The College, forces, Home Office.**

Recommendation 5

5.5 Giving attention to both management and leadership development

- 5.5.1 Contributors to this review suggested that helping all police leaders to take personal responsibility for their own career development would be an important step. Embedding this approach will be supported by clearly defined and implemented CPD, and opportunities to learn such as internal and external secondments, careers breaks and easier transition between officer and staff roles.
- 5.5.2 Leaders, with input from human resources professionals, should take responsibility for succession planning, talent identification and management. We must achieve a situation in which more time is spent on developing staff than on checking whether they have done things right.
- 5.5.3 Leadership and management development should equip people with the approaches and skills to manage wider spans of command with less supervision, allowing and encouraging people to make decisions.
- 5.5.4 Senior police leaders manage complex organisations, and the ability to do so successfully will be enhanced by encouraging positive aspects of a more commercial mind-set. This does not imply a profit-motivated attitude but alludes to specific attributes, such as: creating opportunity rather than waiting for it; being able to ‘pitch’ new ideas convincingly; valuing positive relationships with peers, teams, and customers; adapting quickly to new circumstances; and learning from mistakes rather than seeking to apportion blame.
- 5.5.5 Leadership development must therefore include business capabilities and include management education and training as part of any new model. This is likely to draw on best practice from start-ups as well as large corporations, and from social enterprises for which value creation is not measured solely by financial return. Being more reflective, knowing how to create effective senior teams and managing greater accountability will help leaders to thrive in increasingly politicised jobs while serving an ever-more diverse public.

- 5.5.6 Whether among warranted officers, specials, or police staff, the findings of this review suggest that both management education and leadership development will be central to professional growth. Development would be beneficial at individual, team, and organisation level, as well as in cross-sector partnership working. With appropriate talent development, both within role and for promotion, leaders will gain and maintain the skills to be effective across operational, managerial, and strategic functions. In order to do this we expect to see growing collaboration with the education sector, from schools to further education institutions and the most advanced levels of higher education and research.
- 5.5.7 **There are areas of excellent practice in existing leadership and management training and development, but they are inconsistent and can be dependent on individual force initiatives that come and go.**

The situation for frontline supervisors, arguably the most important level at which to establish leadership skills and approaches, was described to this review, at a Police Federation workshop with representatives across England and Wales, as a ‘development-free zone’. The educational framework developed by the College should enable opportunities for all, linked to transferable accredited academic qualifications where appropriate.
- 5.5.8 We will ensure that leadership and management education is delivered in conjunction with other public services, and the design and delivery will be shaped with input from members of the public. The set-up and delivery of the programmes will reflect increased personal responsibility in policing, with evidence-based policing, CPD, and the Code of Ethics embedded throughout all leadership programmes.

Create a new model of leadership and management training and development which is accessible to all within policing.

The College will create a coherent model of leadership and management training and development opportunities. The model will run in conjunction with the technical and managerial development required of officers and staff, and be available at all roles and levels. It will align with the career opportunities described in **recommendation 7** and **recommendation 8**, with scope for accommodating the local context within which forces operate.

To be delivered by: **The College, forces.**

Recommendation 6

5.6 Recognising lateral development

5.6.1 As patterns of demand on policing change, it is likely that advanced practitioners – and advanced practitioner leaders – will be increasingly needed, and we must identify ways in which lateral progression is accredited and rewarded. Police leadership must invest more in the human capital of police professionals and move over time towards greater recognition of professional expertise, independent of seniority. Consideration should be given to reviewing the rank structure, and providing greater support to the exercise of judgement and professional discretion at all levels within a clear framework of standards underpinned by evidence. Competency and knowledge are critical to policing, and we envisage these being increasingly reviewed and tested through licensing and accreditation of practitioners, supported by CPD.

5.6.2 There are many career pathways already established in policing, but some are opaque and inconsistent, and there is a strong belief inside policing that they rely less on knowledge, expertise, and capability than on the subjective perspectives of those who run the processes. At present, success in policing is mostly defined by promotion and the authority and status that come with it, yet 80 per cent of officers and staff remain on the first rung of the promotion ladder. In establishing policing as a profession, we expect anyone embarking on a career to be able to have a clear understanding of development standards at different ranks, grades and roles. This understanding should include how the development standards are delivered through formal courses, CPD opportunities and e-learning, and the possible links to transferable academic accreditation. We also see an increasing need to better define, support and acknowledge the career development and leadership skills of highly experienced and skilled practitioners, many of whom will remain in the junior ranks and grades of policing.

5.6.3 We envisage the formal recognition of distinct career pathways for experienced and expert practitioners, as well as pathways for those who are identified as having senior managerial or executive capabilities. These pathways must not be divorced from each other and there must be scope for movement between the two. A current strength of policing is the potential for anyone to rise from the lower ranks and grades to the very top regardless of their background, and we would wish to see that potential retained. We do not advocate an officer-class type division, but we do expect to see selection and development for senior roles based on competence, potential and ability to lead and manage complex, diverse organisations.

5.6.4 Members of the Special Constabulary bring valuable experience from beyond policing. While some do work at supervisory levels, currently they do not typically progress beyond constable. They should be entitled to seek promotion to different ranks, provided they meet national standards and pass the selection process. If they attain a rank and are deemed proficient, they could be considered for direct selection to full-time roles. In doing this, it is important to ensure that the essence of volunteering is retained, and a two-tier culture is not created within the special constabulary.

5.6.5 As policing becomes increasingly specialised, sophisticated and scrutinised, we see powers, authorities and practices becoming more closely linked to accreditation and development. It is possible that in future some basic powers may be bestowed on those working in policing from day one of their careers, while others, often linked to specialist areas of policing, may be linked to accredited experience and professional development.

5.6.6 This in turn would enable a range of roles to be open either to police officers or to staff, with the deciding factor being the identification of suitability and relevant experience, rather than officer or staff status. The current framework for allocating specific authorities or powers has prevented police staff from undertaking roles they may have been capable of performing effectively.

5.6.7 The Office of Constable is an important concept in policing. It is a concept open to interpretation but captures the independence of the role and the importance of impartiality and accountability. It is underpinned by a regulatory framework. While important, it is not unique. Other professions have principles of impartiality or independence in their decision making based on knowledge and expertise, supported by legal protections afforded by employment law. Our recommendations do not propose removing the key principles or protections afforded under the law, but as police practitioners are drawn from a broader range of backgrounds, we see the concept of Office of Constable increasingly applied to police staff and others exercising powers. Some contributors to this review questioned the status of the Office of Constable in a future police workforce and we encourage a continuing debate about this as policing develops as a profession.

5.6.8 The option of moving between warranted and non-warranted posts has been shown to offer considerable flexibility. For example, in Australia and New Zealand some powers go with the post, not with the individual post-holder. The NCA operates teams from a variety of previous backgrounds; those who hold powers retain them and gain accreditation through exams and study. Engagement with the NCA for this review suggests these mixed teams work well together, despite some legacy issues.

5.6.9 A more flexible model is necessary to allow forces to respond to workforce demands. For example, in the growing specialist area of cyber-crime there is a need to ensure that appropriate and necessary powers can be granted to technical experts. Various examples of roles in intelligence and serious crime investigation were described to this review as being capable of being carried out by appropriately experienced police staff with the right development and accreditation.

5.6.10 Creating greater flexibility between police officer and staff roles has the potential to positively address some of the police officer/ staff divide issues that continue to persist in parts of policing. Studies we reviewed, and feedback at stakeholder events and interviews, highlighted this divide as a significant leadership issue. While progress in reducing the divide has been acknowledged in recent years it undoubtedly continues to exist.

5.6.11 Some anxieties were raised about reducing officer numbers in specialist areas and the potential impact on resilience. These must be fully assessed, but such changes could also have positive implications. For example, if a role such as Head of Custody was suitable to be filled by a member of police staff – with appropriate powers to conduct reviews of detention granted through amendments to PACE – this could take some pressure away from inspectors and superintendents.

“Being a good team leader will be important.”

Contributor, Regional Conference Event 2014

Increase flexibility in assigning powers and legal authorities to staff.

In support of this recommendation an assessment should be made of the specialist and advanced practitioner roles which could be filled by officers or staff in the future, and the powers and authorities that limit such flexibility. This should be supported by skills accreditation. Consideration will then be given to changing relevant regulations. The College will amend policies concerning access to development and training courses, to ensure they support this recommendation.

To be delivered by: **The College, Home Office.**

Recommendation 7

- 5.6.12

Policing traditionally recognises and rewards practitioners by promoting them. Policing careers and career pathways need to allow for the development and recognition of expertise other than through rank progression, and separate the role of command from the principle of leadership. Senior leadership is just one strand in setting remuneration levels and other rewards, and pay should be based on a more sophisticated mix of indicators than rank and promotion, supporting a career structure for more expert and organisationally effective practitioners.
- 5.6.13

Establishing the concept of advanced practitioner would build on and progress beyond the College’s existing Defining and Assessing Competence project. This project, based on a recommendation in the Winsor Review of Terms and Conditions in Policing, aims to establish an incremental mechanism for rewarding expertise.
- 5.6.14

The concept of advanced practitioner would apply to both officer and staff roles and assessments would not be linked to time served or predetermined points in a career. Contributors to the review emphasised that the concept should be applied beyond specialist roles, in order to recognise and reward policing activities such as uniformed response. It involves creating a horizontal career pathway based on additional knowledge and expertise over and above expected competence and behaviours for that rank or grade. This might include contributing to the development of the profession through leading on research and building an evidence base as well as leading on developing others from within and beyond their own force.

Develop career opportunities which allow recognition and reward for advanced practitioners.

The College will design and support opportunities for professional development to ensure professional expertise and leadership are rewarded and recognised. The College will set criteria for advanced practitioners within policing as a whole, not just in ‘traditional’ specialist roles. The criteria will be equally applicable to officers and staff, providing a lateral pathway that offers reward and recognition for advanced skills and knowledge, and for those who play a substantial role in developing the evidence base of policing and who help to develop others in their roles. We recommend that the Home Office should consider what amendments to pay and conditions are required to allow professional expertise to be appropriately recognised and rewarded.

To be delivered by: **The College, Home Office.**

Recommendation 8

5.7 Achieving greater consistency of practice across forces

5.7.1 **If we are to deliver the quality of leadership and management necessary to meet the challenges described in this report, we must ensure that the changes these recommendations will instigate are consistently implemented and evaluated across the whole of the police service. The issue goes further than the scope of this review and involves a commitment to consistency throughout the education, recruitment and progression of those who work in policing.**

5.7.2 Ensuring national consistency in recruitment and promotion has the potential to improve the way decisions are made and open up opportunities to a wider pool of candidates. It can assist in promoting diversity through applying selection criteria that welcome and encourage the acquisition of broader and/or external experience.

5.7.3 This review heard many concerns about inconsistency in standards, unfairness in procedures and bias in recruitment and promotion processes. There is evidence to show that the way individuals feel about how they are treated in the workplace is linked to retention, productivity, performance and officers’ attitudes to the public. While most of this research has focused primarily on officers there is no reason to assume the same would not apply to staff.

5.7.4 Consultation with stakeholders demonstrated support for introducing national standards at all ranks to help drive consistency, and this was particularly strong from the staff associations. While national standards have been in place for many years at some ranks, at others – particularly between chief inspector and chief superintendent – there are no national standards for promotion.

5.7.5 National standards for recruitment and promotion would provide clear requirements that can be publicly understood and applied. This would provide officers and staff with clarity concerning the requirements and expectations of different roles, which would support them in their career planning and development, and remove a barrier to movement between forces.

5.7.6 Local experience and force needs must be accommodated in setting national standards, and this will be balanced by the importance of transparency, openness and objectivity in making the right selection decisions.

Introduce national standards for recruitment and promotion into all roles, ranks and grades.

There will be a clear and consistent set of standards for each rank or accredited role, with all vacancies advertised and open to competition nationally (see recommendation 5), requiring all forces to follow consistent practice. This must be underpinned by nationally agreed promotion processes, which could be delivered centrally to ensure fairness and consistency, or locally, with safeguards built into the process to ensure a level playing field.

To be delivered by: **The College, forces.**

“Leadership should allow others to take credit for success.”

Contributor, Regional Conference Event 2014

Recommendation 9

- 5.7.7

Achieving changes to culture and practice in any organisation is difficult, and requires commitment, consistent implementation and joint endeavour. In policing, the challenge of achieving broad agreement, if not consensus, across 43 territorial forces in England and Wales, in addition to non-geographical policing bodies, makes such consistent change immensely difficult. Territorial forces are accountable to local communities and successive governments have been reluctant to change these arrangements in favour of establishing larger forces or even a national police service.
- 5.7.8

Radical or substantial change in policing of the kind needed to enable the success of the police service in the future is challenging. Change could easily fall at the hurdles of needing to seek collective agreement, then deliver consistent implementation, across forces in England and Wales. Currently, in order to support consistency for significant issues, the College of Policing can, with the approval of the Home Secretary, lay Codes of Practice in Parliament or propose changes to police regulations. Codes of Practice require chief constables to ‘have regard’ to the standards set and are generally applied to high-risk areas of policing where there is common consensus across all forces on the need for consistency. HMIC can assist in supporting consistency across forces by inspecting against standards.

- 5.7.9

The changing future context in which policing is delivered, including the five major trends identified at the start of this review, is likely to keep questions about the most efficient and effective organisation of policing resources in sharp focus. The review was told by contributors, including victims’ groups and other public organisations, of concerns about inconsistency of service across forces. Contributors emphasised the need for the type of cultural change described in this review, and the need to ensure recruitment, promotion and development are of the highest standard. Delivery of a consistent approach in leadership development, selection and opportunity will only be achieved with all forces working in concert to ensure they achieve professional standards for all officers and staff.

“Policing needs to be treated as a profession because it’s not currently seen as a career ‘professional’ choice.”

Contributor, Junior Ranks Challenge Workshop 2014

The Home Office should review whether existing structures, powers and authorities in policing are sufficient to support consistent implementation of these recommendations.

To be delivered by: **Home Office.**

Recommendation 10

6 Context for these recommendations

- 6.1

This review makes ten recommendations that are based on the evidence gathered, informed by the views of stakeholders, and commensurate with the remit of the College of Policing as the professional body. However, there are implications that extend beyond the College’s remit, and other parties will necessarily be involved in implementing these recommendations.
- 6.2

The College initially published an interim report in March 2015 and received a wide range of feedback which influenced this final report. A summary of the key themes within the feedback, the bibliography and other supporting material can be found on the College of Policing [website](#).
- 6.3

Taken together, the recommendations of this review present a set of actions designed to address the processes of attracting, recruiting and promoting the best people into leadership roles; increasing the consistency of selection and promotion standards; increasing the flexibility of careers in policing; extending the commitment to professional development at every level of the police service; and promoting a culture of enquiry that values difference and respects diversity.
- 6.4

Delivering on these actions presents us with an opportunity to ensure that the historic strengths of our police service persist at the core of an accountable and adaptable profession with properly supported, fit-for-purpose leadership.



Protecting the public Supporting the fight against crime

As the professional body for policing, the College of Policing sets high professional standards to help forces cut crime and protect the public. We are here to give everyone in policing the tools, skills and knowledge they need to succeed. We will provide practical and common-sense approaches based on evidence of what works.

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