

Report to: People and Standards Committee
Date: Wednesday 23 October 2013
Agenda Item: 10a
Subject: Briefing on the College of Policing
its work and services
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For: Information

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1. Purpose of paper

- 1.1 This paper gives provides a briefing on the College of Policing (“the College”) covering its areas of responsibility, legal and governance framework, work strands and services. It then looks at the implications of these for the Authority and BTP and how we may want to engage.

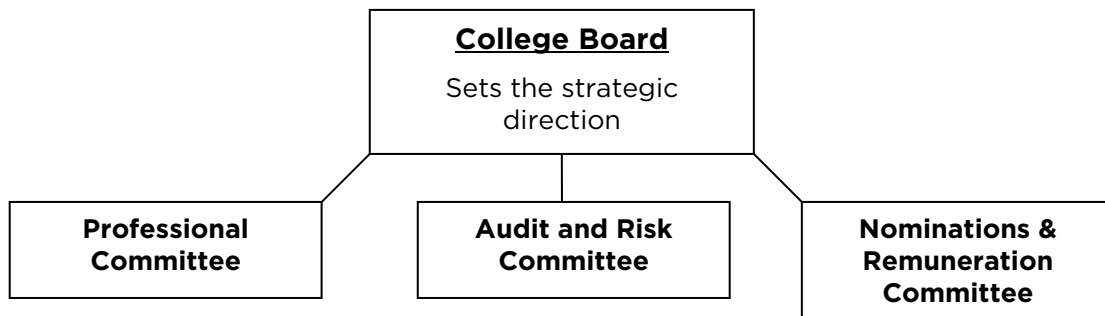
2. Introduction to the College

- 2.1 The College has been established as the professional body for policing, it will lead on developing and promoting policing as a profession. It aims to do this by building an evidence base drawn from policing experience and knowledge across the world, in partnership with academia, the private sector and the public. It is intended that the College will be a not-for-profit membership organisation independent of government with Chartered status.
- 2.2 The College’s core areas of responsibility are to -
 - set standards of professional practice;
 - accredit training providers and set learning and development outcomes;
 - identify, develop and promote good practice based on evidence;
 - support police forces and other organisations to work together to protect the public and prevent crime; and
 - identify, develop and promote ethics, values and standards of integrity.

- 2.3 The College has a mandate to set standards of professional practice and will issue codes of practice and regulations where an issue is important to protecting the public and inter-force consistency is required. It may also issue regulations in respect of -
- rank, entry and promotion in policing;
 - police training;
 - qualifications required to perform particular roles; and
 - police practice and procedure
- 2.4 The College will not have a core role in delivering training but envisages delivering some highly specialist and high value training.

3. Legal and Governance Structure of the College

- 3.1 The College is currently a company limited by guarantee and is owned by the Home Secretary. The aspiration of both the College and Home Secretary is to achieve a legal framework that provides greater independence from government. When this is achieved it may prove beneficial for non-Home Office forces.
- 3.2 The College’s governance structure is shown below -



- 3.3 The College Board is led by an independent Chair. It comprises the Chief Executive of the College; three Chief Constables; a member nominated by the Police Superintendents’ Association of England and Wales; a member nominated by the Police Federation of England and Wales; a member nominated by police staff representatives; three Police and Crime Commissioners and Millie; and three other independent persons appointed by the Home Secretary. As part of her role on the Board Millie has built good relationships with those at the College, providing a channel for the Authority to feed into the work of the College outside of Millie’s Board member role.

- 3.4 The remit of the Professional Committee is to approve and set strategic direction on a range of national policing issues, including the College's work to develop national standards, policy and practice. It identifies gaps, threats and opportunities across policing where capability may need to be built, and approves new areas of work to address these needs. It is comprised of the College Chief Executive as Chair, the heads of police Business Areas and representatives of officers and staff of all grades and ranks as well as Police and Crime Commissioners.
- 3.5 The Professional Committee also plays an important national role in driving innovation and promoting 'what works' across the police service, helping to create and embed good practice in areas such as evidence-based policing, reducing bureaucracy and building confidence in the use of professional judgment.
- 3.6 The Professional Committee reports to the College Board and has some delegated authority to make decisions on its behalf. The Authority has implemented an arrangement with the College to ensure that is engaged at this influential level and is sent the papers ahead of each meeting to provide an opportunity to comment.
- 3.7 The Audit and Nomination committees are internally focused on the College's own internal controls and accountability.

4. The College's work strands

- 4.1 The College has reported in its Delivery Plan that its priorities for 2013/14 are -
- working on integrity in policing;
 - establishing the 'What Works Centre'¹;
 - expanding the evidence base; and
 - reshaping their approach to leadership development.
- 4.2 Its 2013/14 work plan also includes:
- Positive action for under-represented groups - driving an integrated approach for recruitment, retention and progression of under-represented groups

¹ The College has approved a university-led consortium to help establish a 'What Works Centre for Crime Reduction' which it is hosting in collaboration with the Economic and Social Research Council.

- Winsor Review outcomes – developing and implementing relevant recommendations e.g. direct entry
- Local policing – defining and communicating the most effective models
- Policing vision 2016 – support and coordinate work on the National Policing Vision 2016
- Core learning and development products and services – development of critical learning, leadership and knowledge products and services

5. The College's services

Training

5.1 The College currently offers a number of specialised training courses in areas such as forensics, investigative skills, information and communication technology and intelligence. It is not the College's intention to be the core training provider.

Chief Officer Recruitment

5.2 The College offers guidance on the chief officer recruitment and selection procedure. There are also policing advisors available to work with those appointing chief officers, to advise on job descriptions and process for a fee.

Leadership and career development

5.3 The college runs the current policing qualifications required to progress through the ranks including, OSPRE, National Investigators Examination, Senior Police National Assessment Centre and Strategic Command Course.

Access to evidence base

5.4 Membership of the College provides access to the accumulated evidence base to help drive improvements.

Briefing and digests

5.5 The College produces a number of helpful briefings and a monthly digest which summarises relevant legislative changes, case law, statutory instruments and other news with respect to police practice and criminal justice.

6. Implications for the Authority and BTP

6.1 In its Strategic Intent document the College states that it will *“work with non-Home Office police forces to offer products and*

services and promote interoperability, to avoid potential duplication or unhelpful operational differences”.

- 6.2 The Authority, advised by the Chief Constable, will need to take a decision as to the extent of engagement it has with the College. Having reviewed the Strategic Intent and Delivery Plan documents there are clearly areas of work that would be beneficial to be involved in, such as the work on positive action for under-represented groups and the ‘What Works Centre’ for crime reduction.
- 6.3 The professionalization of policing is a positive step and it has been custom and practice for the Authority to align BTP closely with Home Office forces with respect to terms and conditions of employment and standards of policing. Other than the potential cost to the British Transport Police Fund of becoming a member of the College, in whatever form is agreed, there appears to be little to preclude this. The specific areas of the College’s work and their implications for the Authority are considered throughout the remainder of this section.

Membership and funding

- 6.4 The membership status of the Authority and other non-Home Office police forces is being explored at present. The content of the standard membership for Home Office forces has also not yet been finalised, although the College anticipates it will provide products and services along the lines below:
- Professional accreditation and certification of competencies, supporting flexible and diverse career pathways and leadership development - *It could be damaging to the BTP’s reputation and officers’ credibility were they not to have the same accreditations and certification as those in Home Office forces. However, the Authority, advised by the Chief Constable, would need to be satisfied that the arrangements were appropriate and relevant to BTP.*
 - A more rigorous continuous professional development process that provides accreditation of skills and experience and is recognised outside of policing and transferable to other sectors - *As above it is important that BTP officers are seen as credible and are given the same or improved opportunities as those in Home Office forces. The Authority, advised by the Chief Constable, would need to be content however that what was being offered was suitable.*
 - Access to networks of experts and communities of practice that offer opportunities to gain experience in

partner organisations, including universities and other educational institutions – *if the Authority and Force were to be excluded from this network we could be put at a disadvantage which could be damaging to our reputation.*

- A personalised service for members.
- Being part of the National Policing Business Areas' project teams to deliver police priorities while building professional skills and knowledge – *again to be excluded from this could be damaging to our reputation*
- Opportunities to build the evidence of what works in policing and develop new ways of working
- Access to the best available evidence and online support
- Professional advice and evidence-based support
- Opportunities to develop and participate in College conferences, seminars and workshops
- Being kept up to date with all developments across the policing profession.

6.5 The College's funding currently comes from top-slicing the policing envelope made available by the Home Office and income generated through the College's services. This is the reason why the Authority and other non-Home Office forces have not been included in the standard membership. However, the Home Office grant-in-aid is not expected to continue and the College is looking at other income sources including:

- Membership charges
- Accreditation charges
- Protection of intellectual property through effective licensing
- Specialist training
- International training and development

6.6 At this point there may be an opportunity for non-Home Office forces to move to a similar footing to Home Office forces should they wish to do so. However, this will be a decision for a later date when the content of the College's products and services, and their relevance to BTP, is clearer.

Regulations and Codes of Practice

- 6.7 The College's power to introduce codes of practice comes from an amendment to the Police Act 1996². Therefore, any code of practice issued will not automatically apply to the BTP. As such a view will need to be taken, as and when required, as to whether the codes of practice are appropriate for BTP. It is suggested that a similar principle to regulation making should be applied to these codes of practice i.e. that the BTP should differ only so far as necessary to reflect our structure and circumstances.
- 6.8 The College also has regulation power in certain areas (as listed at paragraph 2.3). The Authority, advised by the Chief Constable, will need to take a view as to whether to apply any regulations made by the College to BTP.

Integrity

- 6.9 The College's work on integrity is important for public confidence in the police service. The work packages in this area were explained in detail at agenda item 4. It is recommended that the Authority and BTP engage with his work.

Training

- 6.10 There needs to be understanding of what training the Force delivers, what can be delivered by the College with an analysis of which is the most appropriate provider in terms of quality and cost. The next item provides an initial view of this area.
- 6.11 The College will also be accrediting training providers and the impact of this for BTP will need to be assessed.

Accreditation, certification and policing qualifications

- 6.12 The BTP has some specialist requirements resulting from its funding model and unique policing environment. As such a view will need to be taken as to whether the courses and qualifications offered by the College are fully appropriate for BTP. A factor to be taken into account when considering this will be transferability of officers between forces.
- 6.13 The Chairman has initiated a discussion with the College on the Senior Police National Assessment Centre and Strategic Command Course. In her letter (see Annex A) the Chairman outlined BTP's requirements and suggested further discussion as to how these may be of importance to the wider policing world.

² s39A

7. Recommendations

7.1 The Committee to note the report.

Index of Annexes

Annex A: Chairman's letters to the Chair of the College of Policing

11 October 2013



PERSONAL - ADDRESSEE ONLY

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Dear Sara

Many thanks for giving me the opportunity to observe the PNAC. I have also had a session with Charles Phelps on the SCC which has given me a much more comprehensive view of these two programmes. Having reflected on what I have learned there are a number of issues that are particularly relevant to BTP that I would like to discuss with you and Alex.

Firstly we as an Authority remain responsible for appointing the senior command team; therefore it is important that the information on individual performance and the developmental needs of the candidates should be made available to the Authority as well as the Chief Constable as a matter of course.

My second point is around the specialist needs of the BTPA. The statute under which we operate with the consequent funding model makes it imperative for us to collaborate in a specific way with the industry who fund us. This in consequence, leads us to a much more acute level of cooperation and accountability without in any way allowing the powers and duties of the Force to be compromised. To give an example the way we develop our Policing Plans (the equivalent of the PCC Crime Plans) has to recognise and incorporate the specific requirements of the individual train and freight operating companies as well as the London Underground and Network Rail. We are held to account in a very specific way for our performance to the targets that are set jointly.

One consequence of this is that 'value for money' has a somewhat different meaning in BTPA. It requires us to measure the contribution we make to the overall strategies for the industry (some of which are Government Policies which are often set out in Command papers), others are specific targets given by individual companies in their legally binding contracts with government. Our contribution is increasingly being

measured in real money or a proxy for real money as well as the more usual type of policing targets (e.g. volume and type of crime).

My observation is that as currently designed neither programme is able to quite measure the competences required to be successful in our environment and which I would suggest will become increasingly important for all forces in the future.

Another area of significant difference is the depth of financial competence that we require of our senior officers. As examples we need officers who understand the implications of their decisions on pensions (as we fund our own pensions), capital spend and the consequence on depreciation, the difference between real and nominal money budgets etc. They should understand and be able to describe the linkage between resources allocated and operational outcomes. Unless they can do so we shall not be able to make objective evidence based decisions as to where we spend our money to best effect to benefit the public.

As it stands there is a real danger that because we see such gaps in the framework for assessing the skills and competencies required internal candidates are generally advantaged by their financial and commercial relationship building experience. This has the effect of isolating ourselves from talent but we are unable to offer developmental opportunities to people who want to join a specialist force like us. To what extent our needs are ones that will become relevant to the wider policing community is hard for me to tell but it is unlikely the need will diminish and if my experience in other parts of the public sector is an indicator it will increase. In the meantime however we would very much like to discuss with you various ways and means by which we can close the gaps. There are some options that we have thought of which include BTP representatives briefing assessors during assessor training, more BTP assessors and the possibility of an exercise centred on BTP's special needs. We very much want to be an integral part of the policing family and to that end it would be helpful for us have a discussion in the near future.

Yours sincerely



Millie Banerjee

Chairman

C.C. Alex Marshall Chief Executive, College of Policing

11 October 2013

PERSONAL - ADDRESSEE ONLY

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Dear Sara

Many thanks for giving me the opportunity to observe the PNAC. I have also had a session with Charles Phelps on the SCC which has given me a much more comprehensive view of these two programmes

Firstly I was very impressed with the team running PNAC especially Cairon. There was clear evidence of pride and commitment which I am sure is critical to the quality of the product. Also the exercises seemed to have been designed with great care to reflect real world scenarios. The assessment methodology was stringent, comprehensive and very fair. Overall I am confident that the process itself is fit for purpose.

Having reflected on what I learnt I thought I would articulate some of my thoughts and observations for you and Alex (to whom I am copying this) to consider as you move through into the development of these programmes and eventually in positioning these programmes into the wider people strategy work that Alex is leading.

My comments in this note are in my role as a Board Member of the College. I have written separately on issues that are relevant to BTPA.

Firstly a general observation on the vision for PNAC. Clearly the objective is to assess the pool of talent in order to identify the future leadership of the Policing world. It is obvious therefore that one key aspect of the design is to articulate a vision of the future environment (internal and external) in which this cadre of individuals will operate. We were told that this 'vision' which is reflected in the priorities that drive the course design is collated from various inputs primarily through a consultation exercise between the College and Chief Constables. My concern is that we may be at risk of the input being biased too far in favour of historical and current priorities thus not fully addressing significant emerging issues. As an example the 'Top 10 Priorities' do not

make any mention of the effect of technology on Policing. I was told that 'IT does come into some of the exercises' but I am not talking about IT in the narrow sense. Instead my point is about the effect of widespread availability of technology (technological capabilities we have not seen before) will (and indeed I would say must) impact every aspect of policing starting from the new opportunities for how we deploy the resources through to huge impact on the interface between the police and the citizen and of course the new types of crime coming up to challenge us. Bearing in mind that we are assessing future leaders we must reflect this potential game changing environment into our assessment - not so much to assess whether candidates are tech savvy but more to test that they understand the potential huge intervention opportunities this will bring. It is of course important for the core training products offered by the College to address the need to make our resources, both officers and staff more confident, imaginative and able to deal with this new world and I was pleased to see that aspects of this has appeared in the National Learning and Development Strategy.

The second point about the priorities is around 'Service delivery and satisfaction levels'. This is of course a priority but perhaps we should consider a more nuanced version which encompasses the notion of 'accountability'. It has always been accepted that the ability of the police to perform their duties is dependent upon public approval of police actions. Both the new structures and the changing nature of public engagement are however driving both the policing institutions and the individual officer to be more sensitive to a redefinition of the nature of the relationship between the public and the police. This requires all of us engaged in policing, to think more imaginatively about how we engage with the public and institutional stakeholders - and how we not only gain the public's approval but demonstrate that accountability. Citizens are increasingly speaking for themselves as opposed to the "old" formula of speaking through advocates and intermediaries (elected, appointed or indeed self appointed). They expect to be responded to as individuals.

My last general point is about the eligibility criteria. The overview document we were given states in explanation of its first criteria (Substantial and Challenging Command in a Significant Role) *'deliver results that benefit the police service and the public they serve'*. Without meaning to wordsmith I feel that we need to review the phrase *'benefit the police service'* - I would argue that this can be seen as somewhat self serving and we should clearly state the higher intent which is to enable the police service to serve the public. If the public are well served then the police service will benefit for nothing has changed our understanding the police are the public and the public are the police; the police being only members of the public who are paid to give full time attention to duties which are incumbent on every citizen in the interests of community welfare and existence. Words we write are important otherwise they are not worth writing and to this end this phrase 'benefit

the police service' sends quite the wrong message and is contrary to the spirit of what we should seek for the future

Turning now to a general issue of how we collectively can use this very rich source of data both about individuals and the cohorts. Whilst taking note that there will be various regulatory hurdles on how personal data can be used it seems to me that individual results and developmental feedback should be made available to PCCs and PCC equivalents because although it could be argued that chief constables of Home Office regulated Forces are responsible for senior command appointments, PCCs have a legitimate interest in the quality and capability of this very crucial tranche of talent. You will be aware that senior appointments are made by PCC equivalents in non-Home Office forces. I also note in passing that this information is made available to the HMIC which I presume is a hangover from the days of the Senior Appointments Panel and it is hard to understand how they would use this information now that they no longer have that responsibility and may breach the regulatory hurdles mentioned earlier. My second point about this rich data is that it is crucial for the College to be able to mine it in support of both the People Strategy and in the design of the training and development products, and I should like to be assured that there is an appropriate internal machinery to do so.

Lastly, and this is a radical thought, it occurred to me that this data is a rich source (and the only source) of a comprehensive view of senior talent in the service and is the sort of data that a search agency would kill for. So the thought occurs on whether in the future there can be a mechanism for this data to be used by individual forces as and when they need to make appointments.

I appreciate that there are plans in hand to enhance the SCC and that some of these issues may well be addressed through that mechanism and it would be helpful to see how these points are taken on board.

Yours sincerely

A handwritten signature in black ink, appearing to read 'M. Banerjee', written in a cursive style.

Millie Banerjee

Chairman

C.C. Alex Marshall Chief Executive, College of Policing