## 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. Yet there is 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 protect the safety and liberty of all citizens. 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 with external change, the opportunity to make progress towards this consists 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.

1.1.4. 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 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.

1.1.5. 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.

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1.2. **What is the role of leadership?**

1.2.1. Leadership is the quality which connects an understanding of what it is that must be done with the capability to achieve it. It is a term often misused by those who dispute its value, or by those convinced it is a panacea for all ills. Leadership is not the sole preserve of those in high-ranking roles, but a capability that can be instilled and developed at every level.

1.2.2. Leadership in policing 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.

1.2.3. 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, open to challenge, 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.

1.2.4. 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.

1.2.5. 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, compared with the more quantifiable ‘hard’ skills. 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 was being done as well as it 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 the Home Secretary’s announcement of 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.
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 of key stakeholders 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 that 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 identify outcomes and related recommendations that address the experiences and needs of those in policing, thereby creating ownership and personal responsibility for supporting 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. Their quality and relevance, and the 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 provided at appendix 1.

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 Ayeshan 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.

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 of the 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 that were open to everyone in policing, conferences hosted 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 of 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 at appendix 3. 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 their impact, particularly around 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, which will do much to help remove any existing prejudices and bias. 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.

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 in the most effective way, 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 regional 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 be 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. These people 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 new skill sets such as analytics, forensic computing, and change management. This highlights the importance of recruiting and training specialist practitioners whilst 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. They 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.
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, alongside the concept of securing public approval and cooperation as fundamental to achieving police objectives.

4.2. It seems unlikely that these core principles of policing will change in the future. The police will, most likely, 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 spheres, 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 exploitation 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 and where social media have become spaces in which anti-social behaviour occurs or is organised.

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 total numbers can be unreliable.

4.5. The demand analysis found evidence of contradictory trends. While police recorded crime and incidents as a whole have experienced a decade of decline, there have been increases in specific types of crime, including rape, and in public safety and welfare incidents, especially those involving mental health issues. Thus, 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 below, have informed this review and led to the production of specific recommendations which, when taken together, deliver our aim of supporting police leaders in their professional practice and development and enabling policing to meet the challenges of the future.

Supporting police leaders

5.1. We need to grasp some important issues in order to support police leaders to deliver a professional service to the public in light of the future context and its implications. The evidence we have amassed suggests this will involve promoting positive practices and overcoming 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 professional standards and principles of operation offers policing a path to assuring the quality of public service while adapting to the changing context. These principles 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 and have a high degree of professional discretion. Police staff should have as much of a voice as operational 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 whose 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. Of course, 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 often 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 project, 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.
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, utilise 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.

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. Transferable skills and knowledge, and the competence and confidence to apply them in familiar and unfamiliar situations, will be demanded when investigating, policing communities, and particularly in online environments.

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 people from other sectors, and we can expect to see more movement when investigating, policing communities, and particularly in online environments.

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. 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 Chair. 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.

5.3.5. Within policing, evidence suggests that 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 reduces the willingness of some to adhere to best practice or seek development opportunities.

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.

5.3.7. 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 Chair. 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.

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The number of levels in policing may need to be reduced as we move towards policing based on greater levels of practitioner autonomy and expertise. This will enable and encourage greater empowerment of officers and staff. 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 rank reduction 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.
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 they serve.

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 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, however, by themselves 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. The College is developing a Valuing Difference Strategy which will set out the direction and action plan, in partnership with forces and other stakeholders, for leadership to be inclusive and to play a leading role in developing culture and practice with valuing difference embedded at its core. This strategy will review evidence around the need for a change in the law surrounding positive action 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. This will help to get the right people into leadership roles and will facilitate diversity in all its forms throughout the police service, including supporting the progression of individuals from under-represented groups.

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.
Policing has nine principles set out in the College’s Code of Ethics as a core to its success as a profession: 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.

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. 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 have senior management potential, but at 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. In order to ensure the impact of direct entry and internal talent programmes is positive and balanced there should be a more strategic and collective view in policing of what is required, balanced against workforce planning data. The size and make-up of intakes can thus be thoughtfully managed, ensuring 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, with the time-limit for return 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 advice and guidance available for officers and staff who wish to explore such avenues was described to this review as poor. The provision of advice and support in this area will be explored by the College as we develop the services we can provide to members.

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 or 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 – secondments are common practice in business, higher education, professional services firms and the civil service. Furthermore, we propose developing systems and guidance to promote the benefits of external secondments and job swaps with other organisations or forces.

5.4.22. Establishing a national framework for standards and selection as per recommendation 9 will enable more consistent management of people stepping out of their current roles for a career break, a temporary change of career followed by re-entry to the police service, or a secondment. 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.

Recommendation 4: 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.

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

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

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. We must achieve a situation in which more time is spent on developing staff than on checking whether they have done things right. Leaders should take responsibility for succession planning, talent identification and management, within frameworks set by human resources. 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.

5.5.3. 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.

5.5.4. 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.

5.5.5. Whether among regulars, specials, or police staff, the findings of this review suggest that management education and leadership development will be central to professional growth 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.

5.5.6. 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.

5.5.7. We will also 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.

Recommendation 6:
Create a new model of leadership and management training and development which is accessible to all within policing.

The College will create a model consisting of a coherent series of leadership and management training and development opportunities that 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 recommendations 7 and 8, with scope for accommodating the local context within which forces operate.

To be delivered by: The College, forces.
5.6. Recognising lateral development

5.6.1. As patterns of demand on policing change, advanced practitioners – and advanced practitioner leaders – are 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, and 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 comes 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-development, 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 proven competence and ability to lead and manage complex, diverse organisations.

5.6.4. Specials cannot currently progress beyond constable, and the ranks they have are administrative grades. 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 allocation of 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 rank 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.

In support of this recommendation an assessment should be made of the type of specialist and advanced practitioner leadership roles which could be filled either by officers or by staff in 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: Increase flexibility in assigning powers and legal authorities to staff.

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 the 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 an horizontal career pathway based on additional knowledge and output over and above expected competence and behaviours for that rank or grade, such as developing an evidence base or developing the skills and performance of others.

Recommendation 8: 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.

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
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. Further work is required to identify the extent to which selection processes should have national elements or be locally driven and subject to quality assurance. Achieving this within the different police staff grades and structures would take longer than with police officer ranks but must be part of this ambition.

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 could easily fail 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.

**Recommendation 9:** 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

**Recommendation 10:** 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.
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 will publish this interim report and welcome feedback before publishing the final report in full in June. The College will complete an Equality Impact Assessment on the recommendations made by this review together with an additional assessment of each recommendation’s design and delivery plan.

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.

Appendix 1

Leadership Review Bibliography


Appendix 1 continued: Leadership Review Bibliography, continued


Appendix 1 continued:
Leadership Review Bibliography, continued


Appendix 1 continued: Leadership Review Bibliography, continued


APPENDIX 1 CONTINUED

Leadership Review Bibliography, continued

Piscojo, J. (2013). The officers perspective on direct entry: A practitioners view on police senior leadership selection and whether the police need to adopt a military inspired officer class’ to improve its future leaders. Unpublished PGDip HPDS Dissertation.
Appendix 1 continued:
Leadership Review Bibliography, continued


Appendix 1 continued:
Leadership Review Bibliography, continued


Appendix 2
Horizon scanning and interpretation report to the College of Policing

Professor Harry Scarbrough
Cass Business School, City University London

Terms of reference – Horizon scanning

Drawing on the review of documents already carried out by the Project Reference Group we wish to commission external appraisal and thinking to determine whether we have identified the appropriate high-level themes. This may include other relevant and diverse materials, which adds value and ensures that the Leadership Review considers the factors which will affect the future environment for leadership in policing.

Evidence base

The College of Policing has reviewed around 120 relevant documents, ranging from academic journal papers to reports from government agencies, and previous work by the NPIA and others. In addition, the review of relevant materials also drew on the input produced by stakeholder engagement, including feedback from workshop and conference events, and 34 phone interviews with current chief constables, HMICs, ACPO and staff association heads. Through this review, the College has identified the following high-level themes (College of Policing 2014):

• Economic challenges – eg, continuing austerity and the impact on those delivering services to the public
• Changing demographics – eg, an ageing population, more culturally and ethnically diverse, significant competition for talent
• Citizen/service user expectations – eg, increasing awareness and access to knowledge and information which impacts on the relationship between citizens and policing
• Technology developments – eg, keeping pace as technology continues to develop and using it to the full, technology in learning and education
• Complexity – all of the above (and more) leads to an increasingly complex environment in which the leadership role will need to be able to empower staff

Aims of this report

To provide:

• a review of the source documents and high-level themes already identified by the Project Reference Group
• confirmation/assessment of whether these are the right themes and any gaps
• identification of where further evidence or knowledge will add value

Review of high level themes

The themes identified by the College of Policing are well supported by the evidence base. In relation to economic challenges, for example, the issue of responding to austerity is reflected in the research conducted by Deloitte amongst a wide range of public sector executives (Deloitte and Reform 2014). This was associated both with pragmatic recognition that their organisations had been improved through the changes made to accommodate reduced financial resources, and also a sense of uncertainty and possible crisis regarding possible future cuts in resources. The ongoing pressures of austerity were also highlighted in the College of Policing’s interviews with chief constables where they were seen as prompting the need to ‘think differently’ and to ‘motivate staff in stringent times’ (College of Policing 2014).

2014).
A review of other sources of evidence suggests that the challenges posed by reductions in state spending are not confined to the UK alone. A recent report from Accenture (Accenture 2013) involving research with 17 different national police forces concluded that, ‘...citizen expectations and the scope of criminality increasing, austerity measures mean cost reduction is a priority.’

**Changing demographics** include the effects of an ageing population, but also the implications of immigration for the cultural, age and ethnic mix in the UK. They are highlighted in a recent report from Deloitte (Deloitte and Reform 2014).

**Citizen/user expectations** are highlighted by the Accenture research report. The report observes that ‘citizen expectations are rising around crime reporting, emergency response effectiveness, citizen care, public safety and public involvement in policing’. A recent Policy Exchange report, meanwhile, suggests that ‘public expectations of the conventional police service in 2020 would be significantly greater than they are now’ (Policy Exchange 2011). Finally, support for **complexity** as a high-level theme comes from a range of sources. In the interviews with chief constables and other police leaders, for example, it is associated with the ‘challenges of working with police and crime commissioners’, and developing ‘cross-force strategic alliances’. Flanagan’s Review of Policing (2008) also found that increasing citizen expectations have resulted in ‘the police service mission… becoming both broader and more complex’. Complexity is increased by the growing mis-match between criminal activity and the organisation of policing. Policing is still predominantly organised by geography but criminal networks, and activities, including cyber-crime, are not (Treverton, Wollman et al. 2011).

**Horizon scanning approach**

Horizon scanning is used to detect early signs of potentially important changes through the systematic examination of potential threats and opportunities. It should help to make organisations receptive to change, challenging their tendency to rely on received wisdom or to view the future through the lens of current concerns. In this report, a qualitative approach to horizon scanning is being adopted with the aim of supporting scenario building and interpretation work. This can provide the background to enable strategies to anticipate future developments.

Horizon scanning for future leadership development involves identifying change and continuity in the conduct and context for policing. Change and continuity can be analysed (see figure 1) in terms of:

- **The wider environment for policing;** ie. societal level changes.
- **The policing domain itself.** This encompasses policing as an institution embedded in the public sector institutions and dependent on legitimacy within society; as a set of organisations with authority structures; as operational policies and practices.

Change over time in the policing domain may reflect: a) shifts in the wider environment including social, economic and demographic changes, and b) sources of change within the policing domain itself, including changes in government policy, governance, and policing capabilities. The interaction of these different sources of change help to define the future context for leadership in policing.

**Figure 1:** Horizon scanning of the influences on leadership in policing

The evidence base for the Leadership Review to date has been centred primarily on the policing domain. It is important to recognise, however, that the wider environment may also be a source of change, and that this may reinforce or conflict with changes arising within the policing domain itself.

One example of reinforcing change is the growing demographic diversity of the UK. As a result of this, the pool of available talent will become more ethnically and culturally diverse. Here, the need to recruit a more diverse workforce to secure the best talent is likely reinforce the need for police forces to recruit a more representative workforce to ensure legitimacy.

An example of an area where the drivers of change may conflict is in the growing demand for policing created by higher citizen expectations, and by the advent of social media. This growth in demand in the wider environment conflicts with the need to manage police forces under reduced resources (Police Foundation 2014).

**Change in the wider environment**

Recognising the influence of the wider environment can also help us to unpack and extend some of the high-level themes identified to date. ‘Economic challenges’, for example, have been viewed by existing leaders largely in terms of the impact of the government’s austerity measures. However, these measures are themselves a response to the challenges posed by the wider economic environment through the global financial crisis of 2009.

Horizon scanning of the wider environment for policing suggests that, despite recent improvements, future economic development remains uncertain. The US National Intelligence Council, for example, highlights several possible future paths for the world economy, including a world in which globalisation stalls and economic output stagnates, a world of growing economic inequalities, and a world in which ‘non-state actors’ including multinational corporations take centre-stage in addressing global challenges (National Intelligence Council 2012). Each of these possible paths would have implications for the role and capacity of the state, and hence for policing within the UK. These include a potential need to develop different institutional arrangements for policing.
Appendix 2 continued:
Horizon scanning and interpretation report to the College of Policing

Implications for high-level themes

Technology development and the internet as a social space

‘Technology developments’ is a very broad theme and encompasses a disparate set of uses of technology, ranging from operational uses such as the analysis of data for crime prevention/detection through organisational applications to reduce back-office costs or support learning, to the high profile use of social media to communicate with the public (Accenture 2013).

While operational objectives and efficiency are likely to remain important uses of technology, the greatest area of uncertainty from a policing viewpoint arises from the advent of the internet (Police Foundation 2014). Viewing the internet not as a technology but as a social space shifts our attention towards the new arenas of social interaction which it enables. Framing the theme in this way is better able to capture its wider implications for policing. This emerging social space can be used both positively (eg, to engage with the public and influence expectations), and negatively (ie, new social spaces create new opportunities for criminal or terrorist activity) (Gilmour 2014; The Police Foundation 2014). As a new social space, it poses some new questions about the role, responsibilities and expertise of the police – (not only technical expertise, but also marketing and social media expertise (Treverton, et al. 2011), and may also challenge existing organisation structures. It may also pose questions about the public/private distinction in relation to surveillance, and make policing behaviour more visible (Goldsmith 2013).

Complexity and change

One common strand amongst the high-level themes is not only the greater complexity facing leaders in policing, but also the need to accommodate a higher level of change, both in structures and practices (Policy Exchange 2011). The implementation of such change poses important demands on leadership, not only at senior management levels, but also at more junior levels where changes in operational practice are often difficult to secure (Bradford, Quinton et al. 2013).

Changing context for leadership in policing

As outlined in figure 2, the themes highlighted by horizon scanning can be fruitfully analysed both in terms of the likelihood of occurrence, and the scale of their possible impact. Although this mapping is only indicative, it shows how certain future developments, such as changing demographics, can be anticipated with some degree of certainty, while other themes, such as internet use and its societal impact, remain relatively uncertain.

The interaction across these themes is also important. The internet as a social space, for example, may interact strongly with changes in citizen/user expectations, and have important implications for governance and accountability (Rogers 2014). Changing demographics are also likely to reinforce economic challenges, especially if the funding needed to provide health and social care services to an ageing population continues to be protected from budget reductions.

Figure 2: Uncertainty and impact of themes
Appendix 2 continued:
Horizon scanning and interpretation report to the College of Policing

Figure 3: Emerging horizon scanning themes and the changing context for leadership

Overall, as summarised in figure 3 below, these themes have important implications for the context of leadership in policing. These include changes due to new, more flexible structures, and possible new workforce models based on professionalism and more specialised forms of expertise (Policy Exchange 2011). As the policing context changes, new forms of leadership may be required, reflecting shifts in roles and responsibilities as well as potential changes in the labels and language applied to policing activity. A ‘crimefighting’ view of the policing mission, for example, may require a different approach to leadership than one grounded in community policing (Stephens 1996).

Executive summary

The future context for policing in the UK will be shaped by a potent combination of challenges. Intense pressure to cut the costs of policing will need to be balanced against rising citizen and user expectations as expressed through national and local political representatives. Demographic changes add to societal demands through a more diverse, growing and ageing population. New digital technologies may help to redress the balance between resources and demands by enabling operational efficiencies, but at the same time help to create new social spaces on the internet that further stretch the policing role and expertise. Taken together, these challenges make for a much more complex environment, and one in which change in the organisational forms and practices of policing will be inescapable.

This report explores the impact of wider societal and economic challenges on the future context for leadership in policing. The aim is to begin to identify how these challenges will impact the future leadership capabilities required in UK policing. Drawing on a wide range of research and practitioner evidence, the report outlines how this impact may be translated into changes in the institutional, organisational and operational context for policing. Future scenarios are also used to show the possible paths which policing may take, leading to different leadership needs.

Need for further research

This report has applied a qualitative approach to horizon scanning to challenge and validate the themes identified by the College of Policing. It has set out a conceptual framework through which the shifting demands on policing can be effectively identified and assessed. The report is limited, however, by the scope of the work undertaken. To fully appreciate the possible effect of the issues identified by horizon scanning would require a more detailed investigation of each theme, including a comparative analysis of how these themes may be influencing leadership in other arenas, including other police forces internationally and other relevant sectors within the UK economy.

Terms of reference

‘Following on from the horizon scanning work, we then require an independent review and assessment of the identified themes and their relevance and impact on leadership in policing which will set the direction and requirements of future leaders.’

The analysis presented here suggests that future leadership capabilities will need to be developed at all levels of policing. The metaphor of the leader as commander, though still relevant in specific settings, cannot be the master template for leadership across policing as a whole. A more collective approach to leadership capabilities is required which can address the complexity and change confronting policing, and enable greater collaboration across different policing organisations and with other public and private sector agencies. Leadership capabilities will need to encompass a much wider repertoire of skills, including political skills in responding to new forms of democratic governance, and the discursive capacity to articulate a clear and coherent purpose for policing in a more ambiguous and challenging environment.
Appendix 2 continued:
Horizon scanning and interpretation report to the College of Policing

Introduction
In the previous report on horizon scanning, six major themes were reviewed in terms of their impact on the future context for police leadership. In this report, we extend the analysis from the impact of these macro-level developments in the context for policing to explore in more depth how that context may require different leadership capabilities. For the purposes of this report, leadership is defined broadly as the practice of influencing and mobilising people and resources to achieve objectives. Leadership is viewed as distinct from management, and may be practiced by individuals at all levels.

The report begins by reviewing the major themes and outlines their multi-faceted character, and the possible interdependencies between them. To help explore these interdependencies further we draw on the techniques of scenario planning to show how these themes may help to create a range of possible futures. In the following section, we draw on academic research, to show how a changing context influences the leadership capabilities required by organisations. This is followed by a section which uses insights from other sectors, including practitioner experience, to develop a more detailed interpretation of the leadership development implications of the future context for policing. The final sections comprise an acknowledgement of the limitations of leadership and a concluding section which draws together the themes.

Emerging themes
Based on the work of the College of Policing Leadership Review team, the horizon scanning report highlighted the following themes as relevant to future leadership needs in policing:

• economic challenges – eg, continuing austerity and the impact on those delivering services to the public
• changing demographics – eg, an ageing population, more culturally and ethnically diverse, significant competition for talent
• citizen/service user expectations – eg, increasing awareness and access to knowledge and information which impacts on the relationship between citizens and policing
• technology developments – eg, keeping pace as technology continues to develop and using it to the full, technology in learning and education
• internet as a social space – an emerging arena for social interaction which creates new crimes and responsibilities for policing and novel demands on expertise
• complexity and change – all of the above (and more) leads to an increasingly complex environment in which the leadership role will need to be able to empower staff and to facilitate change and innovation.

As highlighted in the previous report, these themes have important implications for the context of policing in the UK. This can be illustrated by two of the themes which were identified as having both high impact and high probability of occurrence, namely, economic challenges and changing demographics. Economic challenges are often viewed in terms of a current period of austerity. However, most commentators agree that intense pressures to reduce costs are likely to be a long-term feature of the UK’s public sector, being maintained both by high levels of government indebtedness, and by demographic factors (an ageing and growing population) that will require a greater share of public expenditure on health and pensions (Greenhalgh and Gibbs, 2014). Here is an instance of major trends interacting to intensify the resource constraints on policing.

One each of these broad thematic categories of change is itself multi-faceted, however, in terms of its implications, creating both challenges and opportunities for policing. Demographic change, for example, is often presented as creating new challenges due to an ageing and more vulnerable population, together with the changing, and sometimes challenging, attitudes of younger generations. Generation X individuals (born from 1960-1980) are seen as more sceptical of authority in general. Generation Y (broadly 1980-1995) are much more racially and ethnically diverse, posing new demands of diversity on policing practice. And the high level of technology and internet expertise developed by Generation Z or ‘millennial’ individuals (1995-present) may create new opportunities for crime. Though often seen as a challenge for policing, these attributes of coming generations may also confer advantages when members of these cohorts are recruited into policing and can bring higher levels of education, ready acceptance of the use of technology for operational purposes and a greater willingness to embrace change and values-led missions (Erickson 2010, Batts et al 2012, Schafer et al 2011).

Future scenarios
The future is inherently unknowable but policing organisations can better prepare themselves for it by being alert to emerging trends (Schafer et al 2011). One way to create greater preparedness is through the techniques of scenario planning. Scenario planning, as summarised by Dr. Robert Davies, involves a focus on uncertainties – issues that we do not fully understand – whereas traditional planning focuses on the known and predictable; exploring extremes, outside conventional ways of thinking about business and the world; examining multiple futures, and describing the future in qualitative, not quantitative terms. One useful approach to scenario planning is to identify two major, unrelated thematic dimensions of change and map the possible interactions between them. Figure 4 outlines an example of this approach based on the two themes of economic challenges and citizen/user expectations outlined in the horizon scanning report.

Figure 4: Future scenarios for the policing context

Well-resourced public sector

Low expectations
Citizen/user expectations
High expectations

Impoverished public sector

Economic challenges

Scenario 1
• Basic crime control
• Limited expertise in new crime areas
• Little community involvement

Scenario 2
• Extension of policing activity and expertise
• Lack of oversight and accountability

Scenario 3
• Expanding range of services
• Sophisticated democratic government

Scenario 4
• Reduced services
• Struggle to meet citizen expectations
• Public dissatisfaction and problems of legitimacy
How does the changing context affect the leadership capabilities required in policing?

Much of the existing research on leadership is focused on the psychologically-oriented study of individuals within micro-level situations (Porter and McLaughlin 2006). This has tended to focus on the distinct leadership styles, characteristics or behaviours practiced by individuals (Pearson-Goff and Harrington 2013). For a review of this work and some of its limitations see Campbell and Kodz 2011. Only a relatively limited amount of work has addressed the implications of broader changes in context (Liden and Antonakis 2009, Bryman and Stephens 1996), as highlighted in the horizon scanning report, for the leadership capabilities of organisations. This level of change requires a strategic perspective which is less concerned with the leadership styles of individuals than with the scale and distribution of leadership capabilities needed across the organisation as a whole (for an example of this kind of perspective see Eckert et al 2014).

The impact of the six themes outlined above will depend on how these patterns of change are mediated by, and translated into, the institutional, organisational and operational contexts for policing work.

Institutional context

What is at stake at this level is the future determination of the model or mission of policing adopted within UK society. As recent reports suggest, this is an increasingly contested question. A Police Foundation report, for example, argues for a shift towards a problem-oriented model that would involve an emphasis on service to the community as a means of building confidence and legitimacy (Karn 2013). In contrast, a report from Reform advocates a core model of policing (Greenhalgh and Gibbs 2014). This would involve drawing back from the mission creep of previous decades and limiting public expectations of the police’s role in areas such as cyber bullying. Instead, alternative means would be sought for delivering non-core activities through collaboration with the private and voluntary sector and competitive tendering for police support functions. Each of these models would have very different implications for the leadership capabilities required in policing, with one implying a need for greater leadership to address community problems, and the other emphasizing leadership of collaborative arrangements linking police forces with other agencies and organisations to deliver policing functions.

A similar debate applies to the question of the formal professionalisation of policing. The Neyroud report, for example, highlights the benefits of such professionalisation in terms of better meeting public expectations, and giving police forces a more effective framework for development across all roles, as well improved knowledge use and performance (Neyroud 2011).

Organisation context

The future structure of policing organisation will also be influenced by the emerging themes. The implications of economic challenges, for example, are already being translated into new organisation structures through mergers and strategic alliances between police forces. The development of a national police force in Scotland, though on a relatively small scale compared to forces such as the Metropolitan Police, is viewed as providing lessons for the possible restructuring of current English forces which are still based to a large extent on historical county boundaries.

Future organisational forms, however, will not only need to be more efficient in cost terms, but will also need to be flexible enough to cope with greater levels of change and innovation in the functions of policing. While bureaucracies have important virtues in the design and delivery of standardized services, they lack the capacity to change their routines in response to novel problems (Schafer et al., 2011). More flexible and flatter organisations will need to simplify their own processes so that they do not add further to the burden of responding to an increasingly complex environment. In this kind of context, leadership may be more usefully viewed as a relational process which is more dependent on social interactions and networks of influence than formal authority (Dickinson et al., 2011). Especially where such organisations are staffed by professional groups this approach may be preferable to transformational approaches to leadership (Currie and Lockett, 2007).

Operational context

Operational demands on policing may be increased due to population growth, the spread of crime onto the internet and the emergence of new societal threats, including the environmental and immigration impacts of climate change, and the advent of new forms of terrorism, including cyber terrorism. These demands will create difficult decisions on the use of scarce resources. Studies of priority-setting under resource constraints suggest that leadership here requires an expanded skill set related to broader social and political tasks – including creating and maintaining relationships, managing networks, delegation and involving multiple stakeholders in decision making (Dickinson et al. 2011).

The use of technology in operations will support greater operational efficiency, but will also involve additional costs and requirements for novel forms of expertise. Its effective use will likely also involve changes in organisational form, reinforcing the impetus towards less hierarchical structures. It will also drive the development of new skill sets such as stronger analytic capacity, IT specialists, forensic computer experts, strategic planners and change management specialists (Batts et al 2012).

Lessons from other sectors

Lessons can be derived from the experience of other sectors on how changes in context may promote or inhibit leadership capabilities. In relation to democratic accountability, for example, local government executives and civil servants have a wealth of experience on the political skills required to negotiate between the requirements of a professionally managed service and the expectations of political leaders. Such political skills have been identified as encompassing a number of different ingredients including the ability to build alliances between stakeholders with different values and perspectives, strong negotiating skills, being comfortable with addressing conflicts and maintaining a sense of strategic direction and purpose even in the midst of complex negotiations and alliance-building (Hartley et al 2007).

One sector which has extensive experience of both the negative and positive effects of a changing context on leadership, especially at the institutional and organisational level, is the NHS. Some of the positive implications of changing governance are highlighted in the case example insert below. This highlights the importance of developing leadership teams at a senior level which are capable of handling the greater autonomy which has been given to NHS organisations through government reforms. These teams may bring in valuable experience from the business world and from local communities to provide needed business skills and community support.
Appendix 2 continued:
Horizon scanning and interpretation report to the College of Policing

Case example:

Leadership in the NHS

In the NHS, greater autonomy for NHS Trusts has involved Boards taking on greater business responsibilities. Chief executives used to be ‘pace-setters’, running their own ship but with significant influence from government. Now, at Board level more flexibility is needed and leadership also needs to be engaged externally with a range of stakeholders. Chief executives need to be ‘chameleons’, deploying a range of styles, and leadership is more devolved. This includes the implementation of a more collective form leadership via initiatives such as service line management. This moves control away from the centre and gives leadership of, and responsibility to, clinicians and/or managers. Chief executives in Trusts gain significant support in terms of political and business skills from non-exec board members who can provide external experience. Foundation Trusts also benefit from representation of the local community on their councils as governors.

In relation to accountability, recent NHS experience (reinforcing that of the police) has shown that target-based mechanisms of performance management create the risk of a more centralised, top-down approach which reduces the scope for leadership at lower levels of public service organisations. Such target-based leadership has been characterised as promoting individualism (Currie et al 2009), with leadership exercised by a few senior individuals rather than more widely (Currie and Lockett 2011), and collaboration, even between senior managers, being discouraged (Fisher and Kirby 2014, Currie and Lockett 2007). Where these mechanisms are combined with public expectations centred on individual leaders, and threatening forms of accountability (as in cases where senior executives are summarily dismissed), they may have a potentially more difficult to fill leadership positions (Currie and Lockett 2007), a problem currently being experienced within the NHS in the wake of the media and political response to the scandal surrounding the Mid Staffordshire NHS trust.

In response to the failures of leadership experienced in the NHS, current developments there have shifted away from a ‘heric’ approach where leadership is concentrated on one or two individuals to a more collective or distributed approach (Currie and Lockett 2011). This is seen as more appropriate to the NHS context which involves developing effective collaboration across a range of organisations, agencies, professional bodies and stakeholder groups. This collective approach to leadership capabilities ensures that the actions and choices of all leaders are aligned with the organisation’s strategy, mission and values’ (Eckert et al 2014). It is seen as more effective in the NHS context because it enables skilled clinical leaders to work with experienced managers in a multi-disciplinary environment, such that NHS organisations are able to draw on different sources of expertise in improving performance. Collective leadership also helps to promote diversity among leaders and employees as a source of innovation and performance (King et al 2011).

It is impossible to generalise about private sector organisations as a whole. However, there is ample evidence from such organisations on the need for new leadership capabilities to address changes in their strategy and context. This is illustrated in the case example of Old Mutual Wealth outlined below. Erickson (2010) summarises current thinking on what these new capabilities might be for private sector firms in arguing that leadership in contemporary organisations involves activities centred on increasing collaborative capacity through social networks, framing the challenges facing the organisation in terms of compelling questions that allow broader participation, embracing complexity and welcoming disruptive information so as to be more prepared for change; shaping organisational identity to engage members with its values, and appreciating diversity by valuing different perspectives.

Case example:

Leadership Development in Old Mutual Wealth

Old Mutual Wealth is owned by Old Mutual plc, one of the largest financial services companies in the world. Founded in 1845 and based in London, Old Mutual is a FTSE100 company overseeing £307.6 billion in customer investments for 16 million customers worldwide (as at 30 September 2014). Leadership development strategy in this company is still evolving. A systematic approach has been initiated, however, which aims to ensure that individuals feel empowered to act in their roles, and to increase connectivity across different business silos within the company. The firm is looking for future leaders to be what are termed ‘franchise players’ - these are individuals who understand and can represent the whole of the business, and who act out appropriate values and behaviours. Leadership development programmes are currently aimed at the top 120 individuals below executive committee level. Middle management needs, meanwhile, are addressed through a management development programme.

The leadership development programme is not based on a defined competency framework, though desired values and behaviours are explicitly defined within company policy. Leadership development is seen as an ongoing activity, making improvements step by step. This work is also affected and driven by the firm’s strategic development. This includes recent acquisition of investment companies, but also an underlying shift in its business model from being a solutions provider to being a distribution and investment business.

Like many other organisations, OM Wealth is seeking to embrace greater diversity, and to move away from a UK-centric culture among senior management. Future challenges include developing a coaching and mentoring culture, and the development of a Women’s Network. Future investments in leadership development will build on this work, but will need to demonstrate positive returns to the business.
## Appendix 2 continued:
### Horizon scanning and interpretation report to the College of Policing

**Table 1: Emerging themes and their implications for leadership capabilities**

<table>
<thead>
<tr>
<th>Theme</th>
<th>Key features</th>
<th>Changes in policing context</th>
<th>Implications for leadership capabilities</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Changing demographics</strong></td>
<td>Ageing and growing population</td>
<td>Sourcing the best talent involves recruiting from a more diverse population and workforce</td>
<td>Selection and development to secure leadership talent from a more diverse population and workforce</td>
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<tr>
<td></td>
<td>Increasing ethnic and cultural diversity</td>
<td>Legitimacy issues where policing is not seen as representative</td>
<td>Leadership practices appropriate to Generation Y and Z employees</td>
</tr>
<tr>
<td></td>
<td>Generation Y and Z values</td>
<td></td>
<td></td>
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<tr>
<td>Economic challenges</td>
<td>Global economic uncertainty</td>
<td>Organisational change and restructuring to ensure effective application of available resources</td>
<td>Leading with scarce resources – application of business skills and priority-setting</td>
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<tr>
<td></td>
<td>Reductions in public sector funding</td>
<td>and greater operational flexibility</td>
<td>Devolution of leadership into the organisation</td>
</tr>
<tr>
<td></td>
<td>Impact on societal conditions for crime – growing social inequality etc.</td>
<td></td>
<td>Importance of mentoring and coaching to increase leadership capacity</td>
</tr>
<tr>
<td>Changing citizen/</td>
<td>Greater accountability and scrutiny via social media etc.</td>
<td></td>
<td></td>
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<tr>
<td>service user expectations</td>
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<td></td>
<td></td>
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<tr>
<td></td>
<td>New forms of crime and terrorism</td>
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<td></td>
<td>New arenas for public engagement</td>
<td></td>
<td></td>
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<tr>
<td>Internet as a social space</td>
<td>New forms of technical and social media expertise required</td>
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<td></td>
<td>Ambiguity around the role and responsibilities of policing</td>
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<td></td>
<td>Professionalism and reduction in bureaucracy</td>
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<tr>
<td>Technology development</td>
<td>Greater application of technology requires higher level of skills and training</td>
<td>Greater application of technology requires higher level of skills and training from workforce</td>
<td>Leadership capable of spanning and integrating the work of different specialists</td>
</tr>
<tr>
<td></td>
<td>from workforce</td>
<td>Status based on expertise not service</td>
<td>Leadership to promote innovation in policing activities, linking this to wider purpose and values</td>
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<tr>
<td></td>
<td>Improved communications support new work patterns and collaboration at local</td>
<td>Policing increasingly involves knowledge brokering between groups and organisations</td>
<td></td>
</tr>
<tr>
<td></td>
<td>and national and international levels</td>
<td></td>
<td></td>
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<tr>
<td>Complexity and change</td>
<td>Expanding, and increasingly diverse, arenas for crime and public order,</td>
<td>Collaboration with a wide range of public agencies and the private sector to address multi-faceted</td>
<td>More collective approaches to leadership to support collaboration and avoid ‘groupthink’</td>
</tr>
<tr>
<td></td>
<td>ranging from terrorism to internet fraud</td>
<td>social and crime issues</td>
<td>Capacity to engage organisation members as proactive followers in change processes by making sense of policing objectives in an uncertain environment</td>
</tr>
</tbody>
</table>

A summary of the implications of the changing context for leadership capabilities in policing is provided in Table 1.

### The distinctive context of UK policing

While this report has focused on emergent patterns of change, it is important to recognise that some features of UK policing are historically and culturally embedded and therefore more enduring and resistant to change. Some of these distinctive features represent important assets which need to be preserved. The legitimacy of the policing mission in the UK has deep historical roots and is often articulated in terms of the Peelian principles (Loader 2014). There are also features which are not unique to the UK, but seem to be closely intertwined with policing itself as a service that involves multiple constituencies, external sovereigns, and multiple, sometimes conflicting, goals (Schafer et al. 2011).

Some of these features may be shared with other public sector agencies, but others, including the risks and the extreme contexts for police work, reflect what has been termed the special nature of policing. These distinctive features necessarily help to shape the leadership capabilities required in policing and will continue to do so in the future.

Another important issue for leadership is a policing culture which is seen as emerging from a strong sense of mission and a ‘heroic’ view of policing as it takes place within a dangerous environment (Waddington 1999). Some writers see this culture (or, rather, multiple sub-cultures) as a product of the fundamental remit of the police to control crime and disorder in unequal, divided societies (Reiner 2010). This culture may help officers to deal with the extreme stress and social isolation of police work through a collective form of solidarity. However, in some cases it has also been characterised as having discriminatory and racist tendencies, and hence a potential obstacle to securing future talent from a more diverse range of employees (Lofthus 2009).

These less welcome aspects have prompted some explicit attempts to change culture within UK policing, notably in the Metropolitan Police. It is clear that future leadership capabilities will necessarily involve the ability to lead cultural as well as organisational change in a direction which best serves the effective delivery of the policing mission. Such capabilities would both support, and be supported by, professionalisation and developing a learning culture within policing (Neyroud 2011).

### Leadership and its limitations

While this report has focused on leadership capabilities, leadership as a concept has been criticised for being presented as panacea for organisational problems ( Alvesson and Spencer 2011). It is important then to recognise that leadership capabilities can only be effective when they are tailored to their institutional and organisational contexts. Within such contexts, it is also important to ensure that leaders do not become disconnected from their followers (who may also act as, or become, leaders) (Jones et al. 2010). A key task of leadership then, is to ensure that followers are well motivated and resourced. This benefits not only employees but the public more generally. Research in the NHS, for example, has found that patient care is improved when it is delivered by staff working in teams that are well led and have clear objectives, and where staff have the time and resources to perform well (West et al. 2014). Similarly, if it is not to be done simply through a compliance culture, the spreading of good practice requires engaging organisation members. Evidence-led policing, for example, depends to a significant extent not only on ensuring that information flows from research into practice, but also on the individual’s capacity to appreciate evidence and to share it informally with others in their social networks (Sharples 2013).
Appendix 2 continued:
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Conclusion
It is widely accepted across public and private sectors that new leadership capabilities are needed to adapt institutions and organisations to a changing world. While a ‘command and control’ approach may still be needed in certain situations, it can no longer serve as the master template for leadership in general. As outlined above, a strategic approach requires a focus on leadership capabilities at all levels that will generate the repertoire of skills required by the diverse settings in which police work takes place. The challenges and uncertainties of that changing context make a more collective approach to leadership appropriate, requiring the alignment of leaders at all levels of policing to shared values and standards. This collective form of leadership needs to persuasively articulate and enact the purpose of policing for both internal and external audiences, so as to respond proactively, and not reactively, to changing citizen/user expectations. Framing the purpose of policing in this way, however, cannot be done through the singular visions of one or two senior individuals but must also engage with employees and key collaborating agencies and organisations.

Collective leadership capabilities are needed not only to overcome serious resource constraints but also to support the new forms of collaboration needed in a more multi-disciplinary and multi-agency context. Policing functions are not only delivered by the police, and effective outcomes will require closer collaboration with external partners (Crawford 2013). At the same time, change capabilities will also be required among police leaders to facilitate the organisational and cultural changes that are needed in the light of the future challenges outlined in this report.

Acknowledgements
This report has benefitted from the valuable insights provided by Dr Robert Davies (Cass Business School), Mike Goodwin (Warwick Business School and College of Policing), Carolyn May (NHS Monitor), and Karen McCormick (OM Wealth). They are not, however, responsible for the views expressed within the report.

References
College of Policing (2014). Draft summary report of interviews with Chief Constables and other leaders.
Appendix 2 continued:
Horizon scanning and interpretation report to the College of Policing


Appendix 3
External Leader Interviews – key points

<table>
<thead>
<tr>
<th>Private sector</th>
<th>Sir Ian Cheshire</th>
<th>Chief Executive, Kingfisher</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>• The importance of team over individual achievement. Ensuring teams know how they contribute to overall purpose. People assessed and bonuses paid on team engagement score.</td>
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<td></td>
<td></td>
<td>• Diversity in teams is a key enabler. Not just ethnic diversity.</td>
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<tr>
<td></td>
<td></td>
<td>• Need to have mechanisms which ensure feedback to senior leaders.</td>
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<td></td>
<td></td>
<td>• Leadership development, succession planning etc. are responsibility of everyone and not HR.</td>
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<tr>
<th>Private sector</th>
<th>Maria Da Cunha</th>
<th>Director, British Airways</th>
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<tbody>
<tr>
<td></td>
<td></td>
<td>• Importance of brand – all values and leadership behaviours must have a clear link to this. Language used must connect with everyone.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Inclusion of values in selection and promotion processes – assess the ‘how’ as well as the ‘what’.</td>
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<tr>
<td></td>
<td></td>
<td>• The importance of challenge – tracked in their staff survey. Critical to ensure safety. Reviewed by regulator.</td>
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<thead>
<tr>
<th>Private sector</th>
<th>Antony Jenkins</th>
<th>Chief Executive, Barclays</th>
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<tbody>
<tr>
<td></td>
<td></td>
<td>• Importance of having a plan to change culture that links leadership, values and performance. Need to assess culture.</td>
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<tr>
<td></td>
<td></td>
<td>• Importance of organisation narrative (internal and external) – emotional narrative is more compelling.</td>
</tr>
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<td></td>
<td></td>
<td>• Engaging your talented staff in the delivery of leadership development programmes.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Value of experiential learning – even short time valuable with military, Kenya (recycling plant), prison, operating theatre.</td>
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<thead>
<tr>
<th>Private sector</th>
<th>Clare Chapman</th>
<th>Group People Director, BT Group Plc</th>
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<tbody>
<tr>
<td></td>
<td></td>
<td>• Companies who sustainably out-compete their rivals have a compelling shared vision and a focus on performance and health.</td>
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<td>• Rewarding specialist competencies in the form of professional pathways for specialists.</td>
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<td>• Reward programme includes incentivising ‘giving back’ within the organisation and to the community – reinforces the message we are a company with professional skills.</td>
</tr>
</tbody>
</table>
### External Leader Interviews – key points

#### Academic sector

**Professor Ngaire Woods**  
Dean, University of Oxford  
- Purpose-driven organisations and the importance of language and narrative to reinforce purpose – whole organisation must understand purpose and drive it.  
- Increased diversity improves organisational performance.  
- Important characteristics of leaders – they are trusted, demonstrate morality and stand up for their people.

**Terri Givens**  
Associate Professor, University of Texas  
- Good leadership means listening/empathy across the organisation and the community, balanced with strong decision making. Leaders should have community mentors.  
- Everyone has inherent biases so diversity across the leadership is crucial.  
- The importance of hearing and encouraging challenge.

**Sir Michael Marmot**  
Academic and public sector: health  
- Police have important role to play in health and wellbeing of population – making people safe and preventing crime.  
- Need to see more and better integrated leadership across different sectors.  
- Leaders need to be able to think more broadly and creatively.

**Dame Carol Black**  
Academic and public sector: health  
- The importance of narrative – right kind and emotional – use the right kind of narrative to help change behaviour (eg, doctors like evidence so give them evidence to change their behaviour).  
- Emphasis on physical and mental wellbeing and health integrated into leadership and culture.  
- Policing needs permission to experiment.

#### Parliamentary sector

**Lord Toby Harris**  
Former Chair, Metropolitan Police Authority  
- Importance of challenging upwards.  
- The need for support structures around leaders.  
- Good leaders assemble diverse teams around themselves.

**Lord Geoffrey Dear**  
Former Chief Constable  
- Importance of a longer-term vision for policing to enable decisions about structure, delivery model and career structure.  
- There has been an over-emphasis on management. Need to make a shift so there's a good balance between management and leadership.  
- Value of developing relationship with Russell Group universities as a way of attracting difference and quality into policing.  
- Direct entry into specialist roles is an absolute must.

#### Charity sector

**Lord Victor Adebowale**  
CEO of Turning Point  
- Importance of values alignment – at the moment in policing there's a perception that each layer of the organisation has a different set of values.  
- Future requires transformational/relational leadership, learning and reflective practice. Emotional intelligence and self-awareness is key: a state of mind rather than a set of characteristics.  
- Importance of taking organisation on a journey to shift culture.

**Charles Ramsay**  
Police Commissioner of Philadelphia  
- Leaders should spend time listening. Requires an environment in which people can push back and challenge. Use feedback to encourage challenge and surround yourself with talented people. The strategic direction should be informed by listening to wide variety of people, including political and community perspective.  
- The challenge of promotion and reward systems to ensure the right people are promoted and developed, including ensuring diversity and difference. Need to find a way to reward the valuable contributions that people make, without it always having to be promotion.  
- Leaders of the future need to be capable of adapting and working effectively with changing crimes and changes in society, and working with academic partners to ensure evidence-based decision-making and evaluate the impact of policing.  
- Self-awareness is crucial; understanding own strengths and weaknesses and compensating for them in the creation of your team.

#### International policing perspective

**Bishop Mike Hill**  
Bishop of Bristol  
- Management skills including being prepared to have difficult conversations are an important component of leadership.  
- People who work for you are the most precious resource you have.  
- The value of cross-fertilisation between sectors in developing leaders. Taking people out of their usual context and exposing them to different challenges can provide real development.

**Lord Paul Bew and David Prince**  
Academic and public standards  
Committee on Standards in Public Life  
- The importance of putting the Code of Conduct into practice. Developing the Code is the easy bit but the Code must be embedded.  
- Leadership behaviour needed at every level (including PCCs and front-line – are they all leading by example?).  
- Importance of ethical leadership and ethics built in to promotion and appraisal – links with improved diversity, reward and reducing deference to rank.  
- Currently there is not enough leadership training at sergeant and inspector level.
### Appendix 4

#### Stakeholder engagement

A key element of the Leadership Review has been an extensive programme of stakeholder engagement and communications.

The review team has engaged with internal and external stakeholders throughout the review period, initially focussing on examining the current and future context of police leadership, including testing the interpretation and implications of identified issues. Secondly stakeholders have been engaged in exploring the early thinking and shaping of potential themes and then a series of ‘challenge workshops’ were held to test the proposed recommendations.

#### Formal groups

During the review a number of formal groups were established as well as advice sought from individuals:

<table>
<thead>
<tr>
<th>Formal groups</th>
<th>Membership</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>External leader interviews</strong></td>
<td>High profile, successful leaders from academic, political, religious, and commercial environments from the UK and internationally (for membership see Appendix 3)</td>
</tr>
<tr>
<td><strong>Professional Reference Group</strong></td>
<td>A panel of advisers from inside and outside policing</td>
</tr>
<tr>
<td>College of Policing</td>
<td>Nicola Dale, Direct Entry and Fast Track Programme Lead</td>
</tr>
<tr>
<td>Home Office</td>
<td>Jonny Bugg, Claire Curneen</td>
</tr>
<tr>
<td>HMIC</td>
<td>Christopher Blair, Jonathan Martin</td>
</tr>
<tr>
<td>Independent College Advisory Panel</td>
<td>David Carrigan</td>
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<tr>
<td>Independent consultant</td>
<td>Judith Gillespie, former Deputy Chief Constable, PSNI</td>
</tr>
<tr>
<td>Mayor’s Office for Policing and Crime (MOPAC)</td>
<td>Sue Leffers, Dave Hayes</td>
</tr>
<tr>
<td>National Crime Agency</td>
<td>Sean Sutton</td>
</tr>
<tr>
<td>Police Federation</td>
<td>Julia Lawrence</td>
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<tr>
<td>Police Foundation</td>
<td>Gavin Hales</td>
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<tr>
<td>Police Superintendents’ Association for England and Wales</td>
<td>Gavin Thomas, Joanna Young</td>
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<tr>
<td>St George Partners</td>
<td>Professor Andrew St. George, Sharon Curry (Fathomicty)</td>
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<tr>
<td>Surrey Police</td>
<td>Lynne Owens, Chief Constable</td>
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<tr>
<td>Sussex Police</td>
<td>Giles York, Chief Constable and Chair of Workforce Development Business Area</td>
</tr>
<tr>
<td>Additional advice</td>
<td>Specific advice from individuals</td>
</tr>
<tr>
<td>London Business School</td>
<td>Professor Julian Birkenshaw</td>
</tr>
<tr>
<td>Bios</td>
<td>Gillian Stamp</td>
</tr>
</tbody>
</table>

#### Other engagement mechanisms

The review team ran workshops and conferences as well as attended many pre-existing conferences, events and meetings with police and staff to present and listen to stakeholders as the review progressed. The following table represents the range of one-to-one interviews, meetings, events, conferences, workshops and communications briefings.

<table>
<thead>
<tr>
<th>Mechanism</th>
<th>Participants</th>
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</thead>
<tbody>
<tr>
<td><strong>Existing meetings</strong></td>
<td>Chief Constables’ Council</td>
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<tr>
<td><strong>Individual interviews</strong></td>
<td>Majority of Chief Constables</td>
</tr>
<tr>
<td><strong>Individual contact</strong></td>
<td>Heads of Learning and Development, Police and Crime Commissioners x6</td>
</tr>
<tr>
<td><strong>Regional conferences</strong></td>
<td>Police officers and staff • South • Midlands • North</td>
</tr>
<tr>
<td><strong>Challenge workshops</strong></td>
<td>Police officers and staff – two events Deloitte KPMG Professional Reference Group College of Policing Board</td>
</tr>
<tr>
<td><strong>Workshops</strong></td>
<td>Force Learning and Development Leads and CIPD Police Forum Association of Police and Crime Commissioners Leading Powerful Partnerships Programme Staff associations, including: • British Association for Women in Policing • Disabled Police Association • Gypsy, Roma, Traveller Police Association • Lesbian, Bi-Sexual, Gay, Trans Association (ACPO Portfolio) • National Black Police Association • National Trans Police Association • Police Pagan Association</td>
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</table>
## Stakeholder engagement

<table>
<thead>
<tr>
<th>Mechanism</th>
<th>Participants</th>
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<tbody>
<tr>
<td>In-force workshops</td>
<td>Front-line officers and staff  &lt;ul&gt;&lt;li&gt;Thames Valley x3&lt;/li&gt;&lt;li&gt;Hampshire x1&lt;/li&gt;&lt;li&gt;West Mercia x4&lt;/li&gt;&lt;/ul&gt;</td>
</tr>
<tr>
<td></td>
<td>Metropolitan Police x2  &lt;ul&gt;&lt;li&gt;South Yorkshire x1&lt;/li&gt;&lt;li&gt;Sussex x1&lt;/li&gt;&lt;/ul&gt;</td>
</tr>
<tr>
<td>Focus groups</td>
<td>1. Special Constabulary  &lt;ul&gt;&lt;li&gt;Advocacy After Fatal Domestic Abuse (AAFDA)&lt;/li&gt;&lt;/ul&gt;</td>
</tr>
<tr>
<td>Seminars and consultation</td>
<td>Staff Associations:  &lt;ul&gt;&lt;li&gt;Police Superintendents’ Association of England and Wales&lt;/li&gt;&lt;li&gt;Police Federation&lt;/li&gt;&lt;li&gt;Chief Police Officers Staff Association (CPOSA)&lt;/li&gt;&lt;/ul&gt;</td>
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<td></td>
<td>Workforce Development Business Area  &lt;ul&gt;&lt;li&gt;Futures Business Area&lt;/li&gt;&lt;li&gt;Independent College Advisory Panel&lt;/li&gt;&lt;li&gt;National Association of Muslim Police (NAMP)&lt;/li&gt;&lt;/ul&gt;</td>
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**Roundtable**

- Hosted and facilitated by Police Foundation  
  - Canterbury Christ Church University  
  - Dyfed-Powys PCC’s Office  
  - Her Majesty’s Chief Inspector of Constabulary  
  - Her Majesty’s Chief Inspector of Prisons  
  - Independent Police Complaints Commission  
  - King’s College London  
  - Local Government Association  
  - London School of Economics  
  - Mayor’s Office for Policing and Crime (MOPAC)

**Communications**

- GMB  
  - Transport Salaried Staff Associations

**College of Policing engagement with programme participants**

- Senior Command Course  
  - Senior Police National Assessment Centre  
  - High Potential Development Scheme

**Other engagement activities**

- Educational organisations:  
  - Ashridge Business School  
  - Cabot Learning Foundation  
  - Cardiff University (University Police Science Institute)  
  - Cass Business School  
  - Education Endowment Foundation  
  - Harrogate Grammar School  
  - Manchester Business School  
  - National College for Teaching and Leadership  
  - NHS Leadership Academy  
  - Open University  
  - Warwick Business School  
  - Windsor Leadership  
  - Winchester University

- Other external organisations:  
  - Adair International  
  - Adecco  
  - HP – UK Public Sector  
  - John Lewis Partnership  
  - KPMG Academies  
  - Ministry of Defence, Shervenham  
  - NHS Northumbria Trust  
  - NHS Northwest Leadership Academy  
  - PA Consulting  
  - Police Now  
  - Royal Air Force  
  - Royal Marines  
  - Tesco
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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