

MAYOR OF LONDON

OFFICE FOR POLICING AND CRIME

Implementing Transformation of Police Learning and Development: Follow up Survey Report

The Open University with IFF Research
Dr Loua Khalil, Richard Harding and Professor Jean Hartley

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This is one of several products developed by the Implementing Transformation of Police Learning and Development Project, a collaboration between MOPAC and The Open University, under the Home Office's Police Transformation Fund. Other documents and products can be found here:

<https://www.open.ac.uk/centres/policing/implementing-transformation-police-ld/outputs>

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Executive Summary

This repeat survey (also called an endline survey) about training, learning and development in UK police forces was designed and undertaken by the research team in the Centre for Policing Research and Learning at The Open University, as part of a Home Office Police Transformation Fund project, in collaboration with the London Mayor's Office for Policing and Crime (MOPAC).

The aims of the project were to prepare police forces for the changes to training, learning and development (TLD) which will help to implement Policing Vision 2025¹, and identify how they can best be supported to realise the workforce ambitions of Vision 2025 going forward.

This survey is the second one the team conducted (after a baseline survey in 2018²), to assess and measure the changes in working practices and attitudes in relation to training, learning and development in forces. The project has been engaging with both TLD leads and portfolio leads at police forces across England and Wales over the last 18 months.

This project was not only interested in research, but also in action. Therefore, the survey findings are supplemented by six provocations, which are questions to police forces and national policing bodies about how best to make use of the information in this report. It worth mentioning that this survey was conducted before the 20,000 increase of police workforce was announced by the government, which has significantly increased demand on force TLD functions.

The survey aimed to obtain responses from all 43 English and Welsh territorial police forces. In addition, at the request of Police Service of Northern Ireland (PSNI) and the British Transport Police (BTP), we also included them. Within each force, the survey sought responses from both the head of training, learning and development, and the executive team member with portfolio responsibility for training, learning and development.

Responses were received from 62 participants, representing a 100% response rate from the police forces involved, which is exceptional. This gives us confidence that the results provide a full and rich picture of learning and development within policing across England, Wales and Northern Ireland. Also, the high engagement with the survey suggests that this is a matter which has gained significant attention among TLD professionals and executive teams.

Compared with the baseline survey, this is a much higher response rate in particular from portfolio leads. The high engagement with the survey suggests significant attention among TLD professionals and executive teams. We can speculate that this is in part owing to engagement with the project, and some of the evidence supports this view.

A notable theme of the endline survey findings is that there is improved preparedness for Policing Vision 2025 in the TLD function in forces across England and Wales, in comparison to the baseline survey.

For example;

- The proportion who reported their force was prepared for the changes required for Policing Vision 2025 has increased from one fifth (in the baseline survey) to one third a year later. This increase is reflected in heightened understanding of what is needed - and why - to achieve the

¹ <http://www.npcc.police.uk/documents/policing%20vision.pdf>

² Find and download the baseline survey at:

<https://www.open.ac.uk/centres/policing/sites/www.open.ac.uk.centres.policing/files/files/MOPAC/Baseline%20Survey%20Report%2012082018%20FINAL.pdf>

ambition in the targeted time. There is also an increase in the proportion who believed the TLD workforce could see the benefits the reforms would bring to the force.

- A quarter of respondents reported that their TLD workforce's current professional knowledge and capabilities already meet the aspirations set out in Policing Vision 2025. This is up from one in eight in 2018, and nearly all said the workforce is willing to upskill to meet the standards required. Three quarters said TLD workforce felt supported by senior management in doing this.
- The majority (73 per cent) of respondents said their TLD function had an explicit ambition to make their force a learning organisation. This is encouraging; as it suggests that these forces are trying to accommodate new cultures, structures and processes of learning.
- There was wide agreement that leadership from within TLD departments and from executive teams is key in helping forces successfully prepare to meet the ambitions of Policing Vision 2025. Views on the helpfulness of collaboration and learning from others internal and external to the force are also overwhelmingly positive, for example; sharing experiences within the department and learning from other police forces.

However, there is still scope for improvement in several areas, for example:

- Despite the increase in the proportion who believed the TLD workforce could see the benefits the reforms will bring to the force, only around a third believe it will be successfully implemented.
- Two thirds believe the volume of change required to meet the training and development ambitions is too great, and half believe the pace of change is too great. That said, two thirds of forces already have a written TLD strategy in place, and the majority of these say it is well aligned with the force's strategy. Three quarters said that their TLD function had an explicit ambition to make the force a learning organisation.
- Support from their executive team and senior management is likely to be crucial to TLD teams achieving the changes required. Two thirds of respondents felt they had the buy-in of the executive team for the value of TLD activities, however this response was more common among portfolio leads than TLD leads, suggesting this confidence is not always well communicated.
- Changes have occurred against a backdrop of increasing pressure on TLD services. All respondents reported demand on their services has increased, yet almost a third have seen an overall decrease in their department's capacity.
- Fewer than half of respondents said that innovation was a central aim when developing new TLD provision within the force, significantly lower than the six in ten seen in 2018. Furthermore, just a quarter said their TLD function was effective at using evidence-based research in designing and providing TLD programmes. That said, most forces had a working relationship with at least one higher education institution (HEI) and six in ten work with them to identify relevant research, and a similar proportion to commission and conduct research.

In summary, we know from our learning from other professions³. that policing is on an ongoing, long timescale journey to support the training, learning and development needs fundamental for Policing

³ For more information, see our report 'Learning from Other Professions'

<https://www.open.ac.uk/centres/policing/sites/www.open.ac.uk.centres.policing/files/files/MOPAC/Report%20of%20Work%20Package%203%20Learning%20from%20Other%20Professions%20FINAL.pdf><https://www.open.ac.uk/centres/policing/sites/www>

Vision 2025, and more forces reported feeling prepared. This journey is expected to take considerable time, and to involve considerable learning and reflection. But importantly, there are substantial assets in the workforce and in its' confidence in the leadership.

Concepts like evidence-based practice and police forces as learning organisations are becoming more embedded in policing TLD strategies and practice. Police forces have many areas of strength that they can build on. This is a strong basis on which to build, fostering greater capacity and capability in TLD as part of wider changes.

Endline Survey provocations – what forces and agencies can do next

This survey outlines the action research project to enhance the transformation of police training, learning and development. This report provides the survey findings and an opportunity for reflection – but we also ask all readers to consider the actions that they might take arising from this survey, in order to progress change needed to realise the ambitions of Policing Vision 2025.

What might portfolio leaders do on reading this report? TLD leads? Individual trainers, professional development coaches and developers? What about the NPCC? And the College of Policing? Regional networks of TLD police professionals?

The research hopefully stimulates thoughts about action, not solely reflection for all involved in policing. Below are six provocations to stimulate debate and action:

The sample includes 100% of organisations surveyed, which is excellent – and a much higher response rate compared with last year from portfolio leads. The high engagement with the survey suggests significant attention among L&D professionals and executive teams. We can only speculate that this is in part due to engagement with the project and some evidence supports this view.

Provocation 1

How can the NPCC, CoP and forces sustain the portfolio leads' engagement, leadership, support and interest in the TLD function in forces across England and Wales?

Demand on TLD services has risen in all organisations surveyed. Over the last year, all forces, without exception, report that demand had risen. Portfolio leads and TLD leads said this. In some forces, resources had also risen, but not to same extent. This finding is reinforced from case study data. Many TLD teams are likely to be 'running' as hard as they can to maintain their current levels of delivery or find an increasing gap between resource and demand. This situation had occurred even before the additional pressures of recruiting 20,000 new police officers.

Provocation 2

What can police forces, the NPCC, the College and others do to help TLD departments to meet the demand of the triple challenges of delivering PEQF, recruiting the additional 20,000 officers, and maintaining or improving the L&D offering to the existing workforce?

Forces reported the need for more capacity in LTD, which is critical; because it is very difficult to bring about change (and especially innovation) when TLD capacity is exceptionally stretched. It is likely to be very difficult to perform; but also to learn and adapt at the same time in these conditions.

Additionally, the reported amount of learning from other forces has decreased compared to last year. This is a surprising finding. One possible explanation is that forces have less need, or less capacity to learn from others at the moment, another is that it could be that forces do not get as much as they hope from exchanging information across organisations.

We would argue that both these explanations are unlikely; given the evidence we collected in the collaborative 'deep dives' during the project, and positive comments we have received from national network events.

Another possible explanation might be that they are more confident in what they are doing themselves, or alternatively; that demand pressures mean less time to learn from others. The latter seems more likely, given the data available.

Provocation 3

How can networks of horizontal engagement, nationally, regionally or locally, be strengthened as one means to provide and support organisational learning from dissimilar as well as similar contexts? How can insights from other contexts enhance the capability of TLD departments to meet the triple challenges mentioned above?

The findings suggested that most of the change resulting from working with HEIs has evolved from the provision of degrees through the new entry routes. However, there may be other valuable aspects worthy of exploration in relation to working with HEIs (e.g. CPD, research, recruiting, inclusivity etc).

Provocation 4

What kind of collaboration would be valuable to TLD departments to optimise the benefits from their relationships with HEIs over research and education?

There were some differences between strategic and operational responses (portfolio leads and TLD leads). The survey showed that the portfolio leads were more driven by external influences on learning needs and priorities (e.g. HMIC, NPCC, IOPC, and Home Office). By contrast, TLD leads were more internally focused on the learning needs and priorities (e.g. feedback from learners, senior TLD management, operational requirements, recruitment and promotion processes).

Provocation 5

Are these differences due to communication barriers, different priorities or other reasons? How can forces improve the alignment between the force strategy, the TLD strategy, performance management and the TLD activities? How can forces place TLD at the heart of their organisations?

The alignment between the force strategy, TLD strategy and TLD activity is crucial for channelling the Policing Vision into practice in the most effective and efficient way possible.

The different perspectives between portfolio leads and TLD leads could be used in a positive and constructive fashion, to enrich the dialogue and the engagement in different aspects of TLD.

Provocation 6

How far are forces using these different perspectives between senior leaders and TLD professionals to have a dialogue about 'what works for whom and why?' or 'what is important' and should take a priority?

As mentioned, having a strategic alignment in the forces is important. Nevertheless, a variety of perspectives and insights can enrich the organisational practice, if they have been managed in a positive and constructive way. Diversity of perspectives can be a valuable source of innovation.

Next steps

The National Learning Network for L&D practitioners set up by this project will continue to provide support and leadership to the L&F profession within policing. This action research project team, which includes colleagues from The Open University's Centre for Policing Research and Learning team and MOPAC, are available for discussion, workshops and other events to take this survey forward into action.

The team encourage all forces to read and consider the provocations, as these will hopefully stimulate ways to take steps on the journey to change.

Introduction

In 2016, the National Police Chiefs' Council (NPCC) published Policing Vision 2025. Written in collaboration with Police and Crime Commissioners, Chief Constables, and other policing bodies, the Vision sets out an ambition for police transformation over the next decade.

The Vision aims to correspond to the multifaceted challenges faced by police services in England and Wales. With evolving threats and vulnerabilities from terrorism, the need for cybersecurity, and the growth of globalised organised crime, senior police leaders and government acknowledge that services must adapt to keep pace with the modern policing environment.

Part of this ambition is developing the training, learning and development (TLD) required to implement Policing Vision 2025. With such a range of complex scenarios facing modern police officers and staff, it is recognised that there is a need to rethink how best to equip the workforce with the necessary skills, qualifications and specialisations to ensure that police forces have the capability to respond effectively to the challenges they face.

To help tackle these challenges, and to support this desired change; the programme for Implementing Transformation in Police Learning and Development (ITPLD) was begun.

The ITPLD first phase was a 2 year collaborative endeavour between the Open University's Centre for Policing Research and Learning (CPRL) and the London Mayor's Office for Policing and Crime (MOPAC).

It draws on organisational development frameworks, as well as learning and development theories; to contribute to the enhancement of police TLD. Overall, this is about creating a shift in culture from viewing TLD as an abstraction problem to viewing it as a human resources investment through

continuous professional development and organisational improvement, and thus placing TLD at the heart of policing organisations, rather than on the periphery.

Aims and Purposes

This repeat (endline) survey was undertaken towards the end of the project - in July 2019.

The purpose was to understand the progress and the extent of changes that had been made in TLD over the previous 12 months, and also to understand how well police forces were currently preparing for the changes to TLD.

This survey aimed to provide evidence of working practice attitudes from TLD heads and also the executive team member with the portfolio lead for TLD in police forces across England, Wales and Northern Ireland. This report presents the findings from the second survey in the series. A baseline study was undertaken in the Spring of 2018⁴.

This second and repeat survey enables us to present the progress made in this time.

The baseline survey provided a benchmark for the state of learning and development in the 43 police services in England and Wales. It provided valuable insights on the preparedness of those organisations to meet the challenges and aims of Vision 2025.

The data presented in *this* report offers provides the opportunity to understand the changes that have occurred in policing learning and development in the period between the two surveys.

The data collected on these two occasions allows for analysis over time to be undertaken. This approach enables us to draw robust conclusions about not only the current state of learning and development functions, but also to explore the patterns of change over time.

Both baseline and endline surveys were designed by the research team at The Open University's Centre for Policing Research and Learning, working with the Mayor's Office for Policing and Crime. Funding was provided by the Home Office from the Police Transformation Fund. The survey data analysis was carried out by IFF, an experienced survey company.

Methodology and Respondent Profile

This most recent study was the follow-up to the earlier baseline, allowing changes to working practices and progress towards preparedness to be tracked. To allow for comparisons between the current and the baseline survey, the same methodology, and largely the same set of questions, was adopted for each of the two surveys.

Certain roles relevant to learning and development, in the 43 territorial police forces across England and Wales, Police Service of Northern Ireland and British Transport Police, were invited to take part in the online survey. The survey was designed to take approximately 25 minutes to complete. The subjects covered by the survey are listed below; for the follow-up survey new questions were added, to further explore areas of interest and to measure the level of change over the previous 12 months.

These areas are noted below:

⁴ Hartley and Kahlil (2018) 'Implementing the Transformation of Police Training Learning and Development: Baseline Survey Report'

- The overall capacity of TLD to meet demand; including exploring TLD strategic and activity alignment, resourcing and demand for TLD, value and recognition of TLD within forces, and the current knowledge statue of TLD personnel.
- The TLD cycle, including all the questions on needs analysis, design and provision, and evaluation of TLD functions and activities.
- Innovation and evidence-based research and, including new questions; expanding the understanding of forces' relationships with higher education institutions (HEIs);
- Perceptions of readiness of workforce for Policing Vision 2025;
- Factors helping/hindering readiness for Policing Vision 2025.
- In addition to replicating the original survey, additional questions were added to test alignment to the [Destination Map](#)'s Attributes and Essential Delivery Criteria. (The Destination Map was developed during the project, so there were no questions relating to it within the baseline survey.) The questions in this survey therefore provide a picture for policing's alignment with the new approach developed by this project.

Responses were requested from two members of each force:

1. One from the individual responsible for the day-to-day management of training, learning and development, we refer to them as TLD leads in this report.
2. The other from the individual who holds the portfolio in the executive team for training, learning and development. We call them portfolio leads.

In total, responses were received from 62 individuals representing 45 different police forces⁵ providing a pleasing 91 per cent response rate⁶ representing 100 per cent of the surveyed police services.

Forty responses were received from individuals responsible for the day-to-day management, TLD leads (65 per cent of responses), and twenty-one from those holding the portfolio for TLD in the executive team; portfolio leads (34 per cent of responses)⁷.

The number of responses received is higher than the number of responses received for the baseline - 62 compared with 45. The increase in responses was particularly marked among portfolio leads - 22 compared to 11 in the baseline survey. This means that the views of those in senior staff roles are better represented in this follow up survey than they were the baseline – this was taken into consideration when making comparisons between the two in this report.

Although it is not clear what is driving this change, one explanation could be increased awareness of the project among forces and subsequently an increase in engagement and willingness to take part. Alternatively, the proximity of Police Vision 2025 and its associated pressures could be increasingly weighing on forces and therefore prompting a higher level of involvement.

⁵ Although the sample size for this survey is small (62), responses were only requested from two individuals at each force. As such, the response rate represents a robust proportion of the total survey population (90) and gives us valid data which can be interpreted with a good level of confidence.

⁶ It is worth noting that there were four instances where respondents indicated that they were responsible for TLD in more than one police force. On these occasions, the respondent completed the survey once on behalf of one force and specified that these views should be treated as representative of the multiple forces they were responsible for. For the final data analysis, the responses from these individuals was duplicated for the additional forces specified by the respective respondent, in order to ascertain an accurate picture of the current state of play for all forces we received responses on behalf of.

⁷ One individual held both of these roles.

Eighteen of the respondents were police officers (29%); their ranks ranging from Inspector to Deputy Chief Constable. This profile is more senior than responses received in the baseline, which could indicate the TLD portfolio is being allocated to more senior members of the force than previously. This may, in turn, suggest that TLD is being given a higher importance, as forces prepare to meet the aims of Vision 2025.

Better awareness and engagement with the ITPLD project over a year of collaboration with the forces at a different level of seniority is also a valid explanation of this change in response.

Fieldwork was conducted between 24th June 2019 and 22nd July 2019. This was a similar time of year as the baseline which was completed in 2018, and so avoided any seasonal impact.

The findings are presented as percentages, rather than absolute numbers throughout this report. Comparisons against the baseline are presented alongside the 2019 data, making it clear which figures refer to which survey.

1 Training Learning and Development (TLD) Organisational Capacity and Capability

One of the issues explored is the TLD organisational capacity and capability. In this survey, this theme goes beyond measuring the size of training, learning and development departments across the police forces.

TLD organisational capacity and capability here, is concerned with four main elements: (a) the alignment between the police forces overall strategy, the TLD strategy and the TLD activities; (b) the balance (or imbalance) between the current resources available for TLD departments and the demand they report having to cater for; (c) how much value and recognition the TLD get within forces; and, (d) the competence and experience of TLD personnel.

TLD Strategic and Activities Alignment

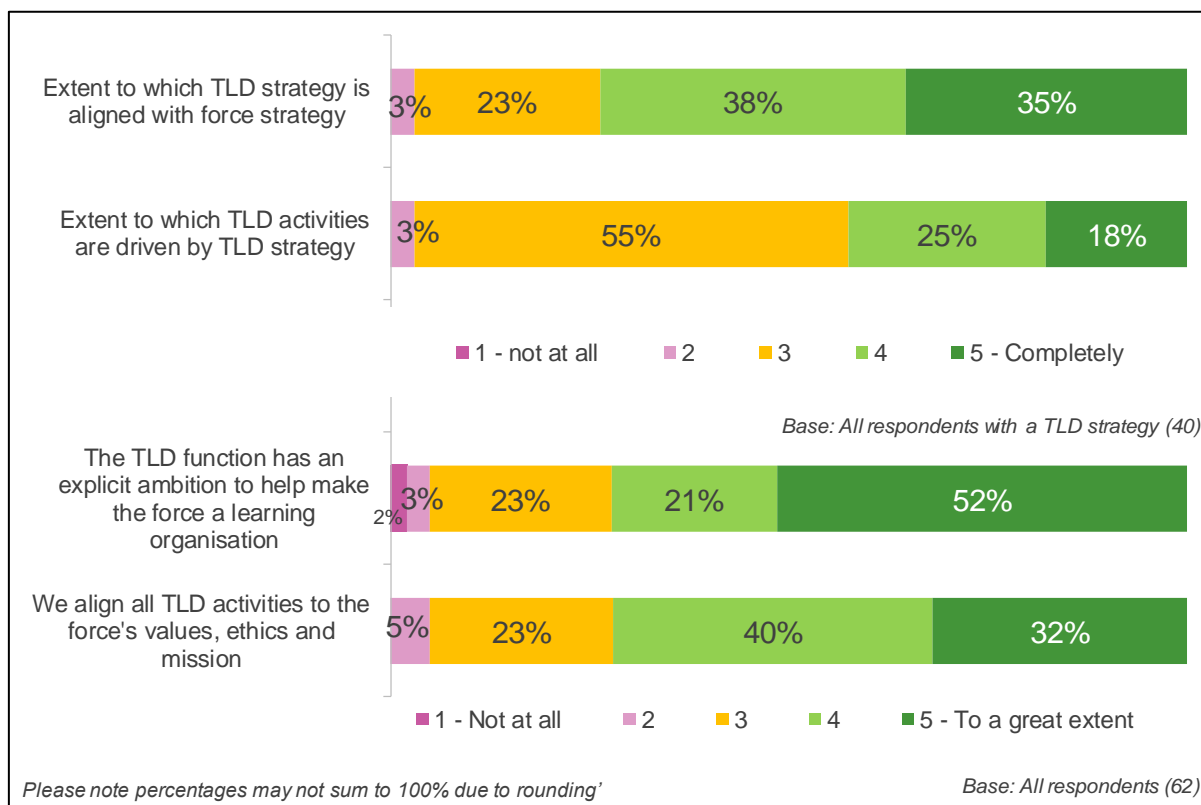
A key theme investigated in this survey was the alignment between the police forces' overall strategy, the TLD strategy and the TLD activities.

This is important in order to understand the strategic flow and connectivity within the police forces. Two-thirds of respondents (65%) said their force had a written TLD strategy, slightly higher than the 58% seen in the 2018 baseline. The 2019 follow-up survey included extra questions to examine how this strategy was designed and used within TLD departments.

TLD strategies were reported to be generally well linked to the overarching force strategy. Approaching three-quarters (73%) of those with a written TLD strategy gave a rating of four or five out of five, where five was "completely" linked to force strategy. No respondents gave a rating of one out of five ("not at all" linked) and just 3% gave a rating of two out of five. It can be noted that almost a quarter (23%) felt that there was moderate alignment.

Respondents' views were more middling when it came to the extent to which TLD activities are actually driven by the TLD strategy. The most common rating was three out of five (where five was "completely" driven by the strategy and one was "not at all"); over half of respondents with a TLD strategy gave that response (55%). The remaining respondents were on the positive side, with 43% giving a rating of four or five out of five ("completely" driven by the strategy) compared with just 3% who said they were not driven by the strategy much at all (rating two out of five).

Figure 1 Alignment of TLD strategy with forces strategy and TLD activities



The majority (73%) of respondents said their TLD function had an explicit ambition to make the force a learning organisation. This is encouraging as it suggests that these forces are trying to accommodate new cultures, structures and processes of learning.

Turning to the fourth chart in Figure1, 73% of respondents gave a rating of four or five out of five, where five was “completely aligned” in terms of the alignment of their TLD activities with the force’s values, ethics and mission suggesting that even those without a written strategy are in step with overall force culture.

Resourcing and Demand for TLD

The baseline survey had reported that the size of TLD departments varied greatly, from 13 staff in the smallest to 298 in the largest.

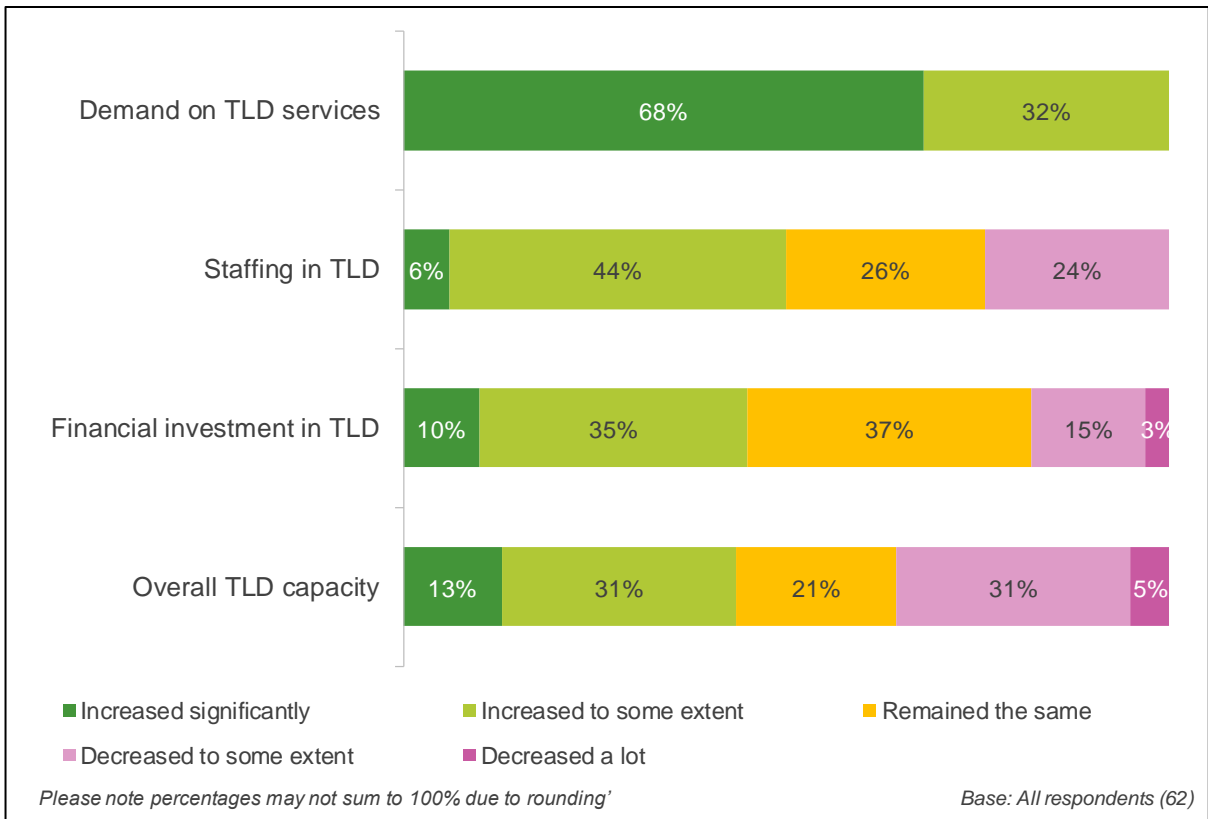
The questions in the current survey focused on how these numbers had changed over the year since the baseline was conducted, along with any changes in TLD financial investment and the demands placed on TLD services⁸.

All survey respondents (100 %) said that demand on TLD services had increased in the past year, with over two-thirds (68%) saying this increase had been “significant”. Despite this, only half of survey respondents reported their TLD departments (50%) had seen staffing levels increase in the 12 months since the baseline survey; 45% had seen an increase in financial investment, and 44% an increase in TLD capacity. By contrast, a quarter (24%) had seen staff levels decrease, 18% said financial

⁸ [Report on Initial Financial Analysis](#), Gary Bandy OU

investment had decreased, and 35% believed there had been an overall decrease in TLD capacity. See Figure 2.

Figure 2 Changes in TLD resourcing and demand in last 12 months



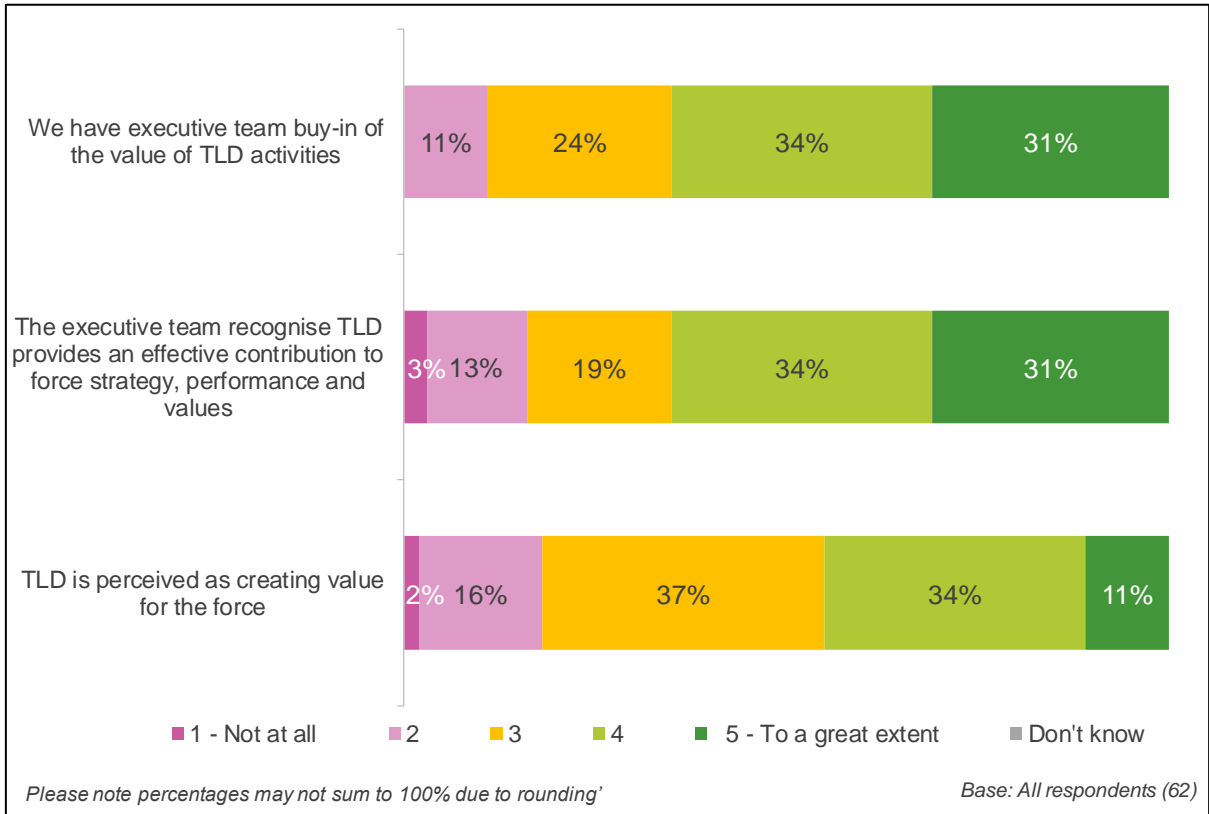
Value and Recognition of TLD Within Forces

Turning to the value and recognition the TLD teams received, two thirds (65%) of respondents reported that they have the buy-in of the executive team for the value of TLD activities. This was more common among portfolio leads (77%) than TLD leads (59%) suggesting this confidence was not always felt by the TLD teams.

The same proportion (65%) felt that the executive team recognises that TLD provides an effective contribution to force strategy, performance and values. This is high, but a sizeable minority (16%) do not feel this to be the case at all or to any extent, which suggests opportunities to develop a stronger contribution and/or recognition. When comparing those in strategic and delivery roles, 9% of portfolio leads did not feel that TLD provides an effective contribution to force strategy, performance and values compared to 20% of TLD leads.

It should be noted that neither role rates the contribution highly at the moment, suggesting scope for improvement. However, fewer than half (45%) felt TLD was perceived as creating value for the force.

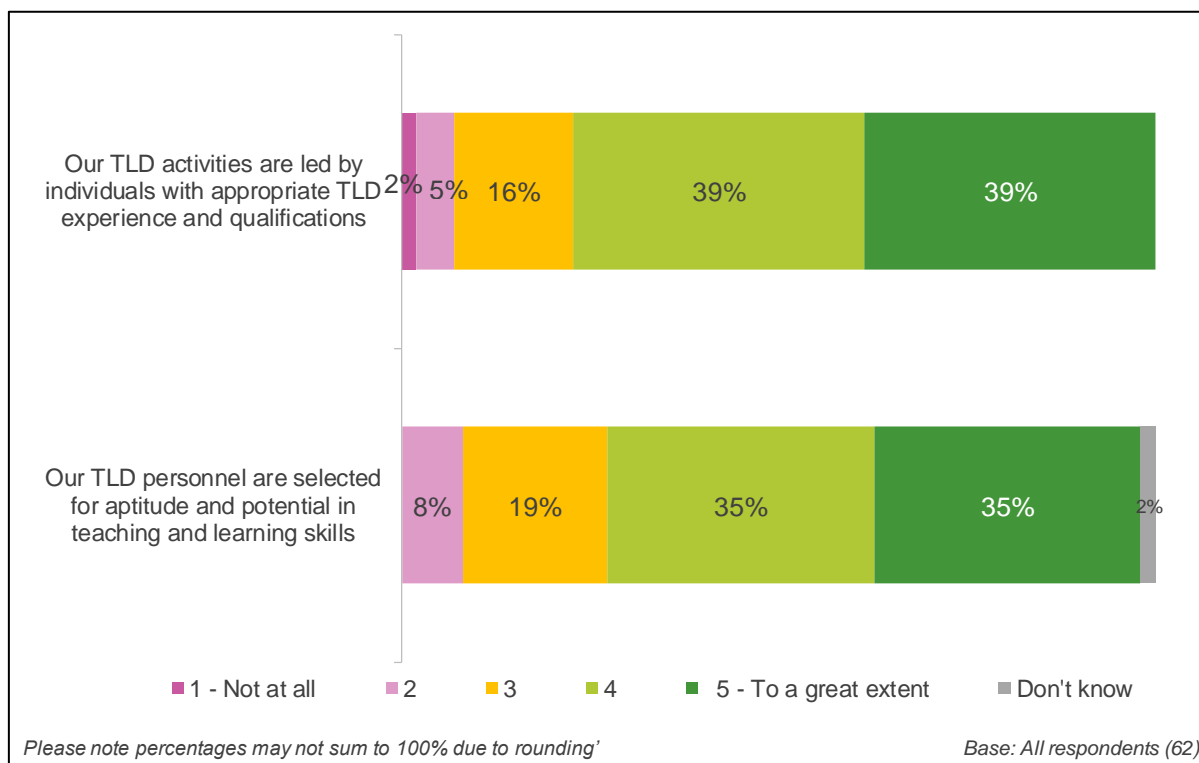
Figure 3 Value and recognition of contribution of TLD to the force



TLD Personnel

Respondents were positive about the competence and experience of TLD personnel. Over three-quarters of survey respondents (77%) believed TLD personnel had appropriate experience and qualifications. This was slightly higher from TLD leads (80%) compared to 73% at a strategic level (portfolio leads). Respondents were also confident in the selection processes, with 71% saying TLD personnel were selected for aptitude and potential in teaching learning and skills. Comparing roles, 78% of the TLD leads felt this was the case compared to 59% of the portfolio leads.

Figure 4 TLD personnel qualifications and skills



2 The Training Learning and Development Cycle

The second theme of findings covered in this report is the TLD cycle. This consists of all the data about TLD needs analysis, design and provision of TLD activities and evaluation of TLD function.

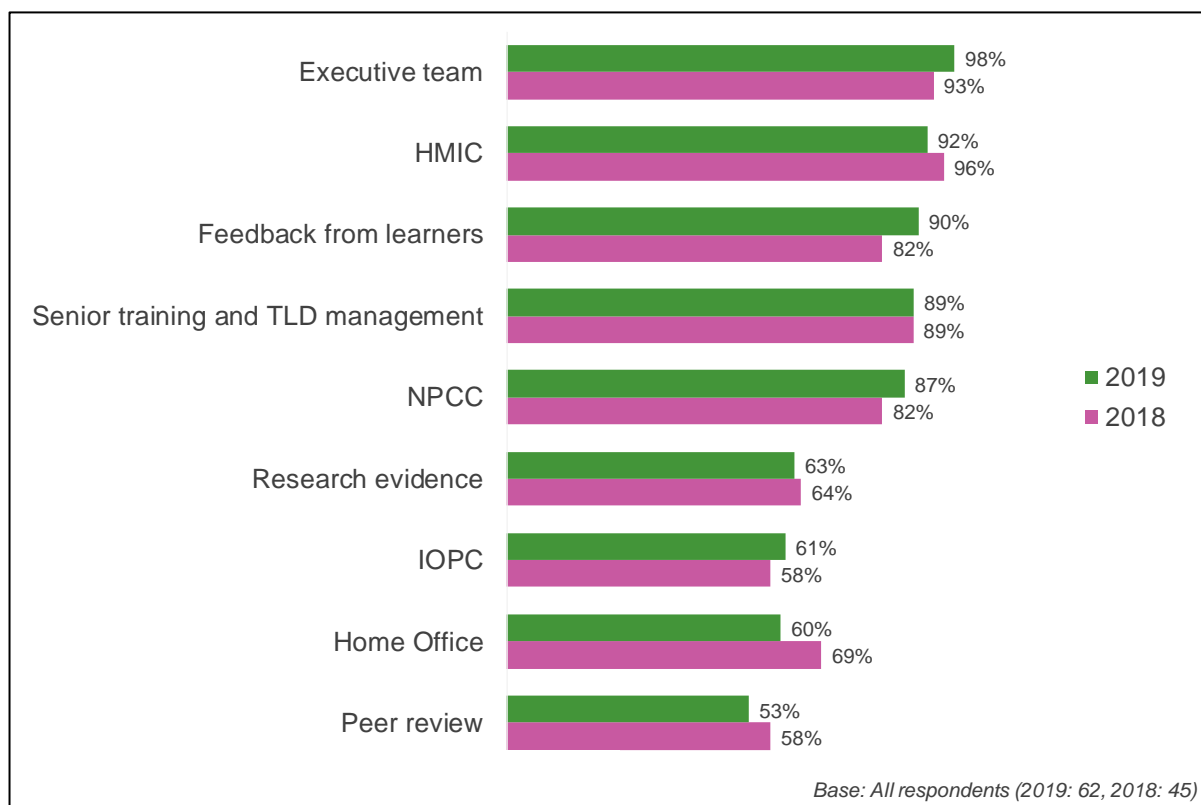
Identifying Training, Learning and Development Needs and Priorities

TLD aims to start with a learning needs analysis, to inform the decision-making process about where TLD is needed and will add value. This forms the basis of designing TLD to be as effective as possible.

The survey asked respondents what sources they used to identify new TLD needs. *Figure 5* (below) shows that the responses given were very similar to those seen in the 2018 baseline study. Commonly, internal staff had an influence - almost all respondents (98%) said the executive team within the force had input, this was consistent between both TLD leads and portfolio leads. 90% cited feedback from learners and 89% from senior TLD management.

Feedback was consistent across both audiences. National bodies were also commonly mentioned as sources of TLD needs or priorities, including: Her Majesty's Inspectorate of Constabulary (HMIC) (92%), the National Police Chiefs Council (NPCC) (87%), the Independent Office for Police Conduct (IOPC) (61%) and the Home Office (60%).

Figure 5 Sources used to identify new TLD needs and priorities



Other sources identified by respondents (not shown in *Figure 5*) included operational requirements (29% compared to 18% in the previous survey); recruitment and promotion processes (8% compared to 11% earlier); and the College of Policing (also 8%, down from 13% in the previous survey).

Partner universities, local requirements and the Coroner’s Office were also mentioned, but the numbers for these were very small.

TLD leads were more likely in 2019 than senior leaders (portfolio leads) to say they used peer review (63% compared to 32%) and partner universities (12% compared to 0%). However, portfolio leads were somewhat more likely to report using HMIC (100% compared to 88%); the Home Office (73% compared to 54%); and to draw on local requirements (20% compared to 0%).

The reported findings show that the portfolio leads are more driven by external influences when regarding learning needs and priorities in their forces (e.g. Her Majesty’s Inspectorate of Constabulary (HMIC), the National Police Chiefs Council (NPCC), the Independent Office for Police Conduct (IOPC) and the Home Office).

Whereas, the TLD leads were more internally focused in their setting of the learning needs and priorities.

Portfolio leads in 2019 were more likely than in 2018 to use senior training and TLD management (100% compared to 86%), and TLD leads were more likely to use learner feedback (93% compared to 81%) but less likely to use the Home Office (54% compared to 73%) than in 2018.

Design of TLD

Respondents were asked to rate the different features which contribute to the TLD design process and to what extent these criteria are in place within the current design and delivery process of TLD within the force.

Almost two-thirds (63%) said that demand for policing services directly informs TLD planning and delivery, while 60% agreed that new learning opportunities were being developed to help colleagues adapt to new policing challenges.

However, this leaves 37% and 40% respectively who report that they are not doing this at all, or to any extent.

As also shown in *Figure 6* (below), half of respondents (50%) said their TLD learning content is informed by learning design, and 42% that the best available evidence from practice and theory was used in designing and providing learning activities.

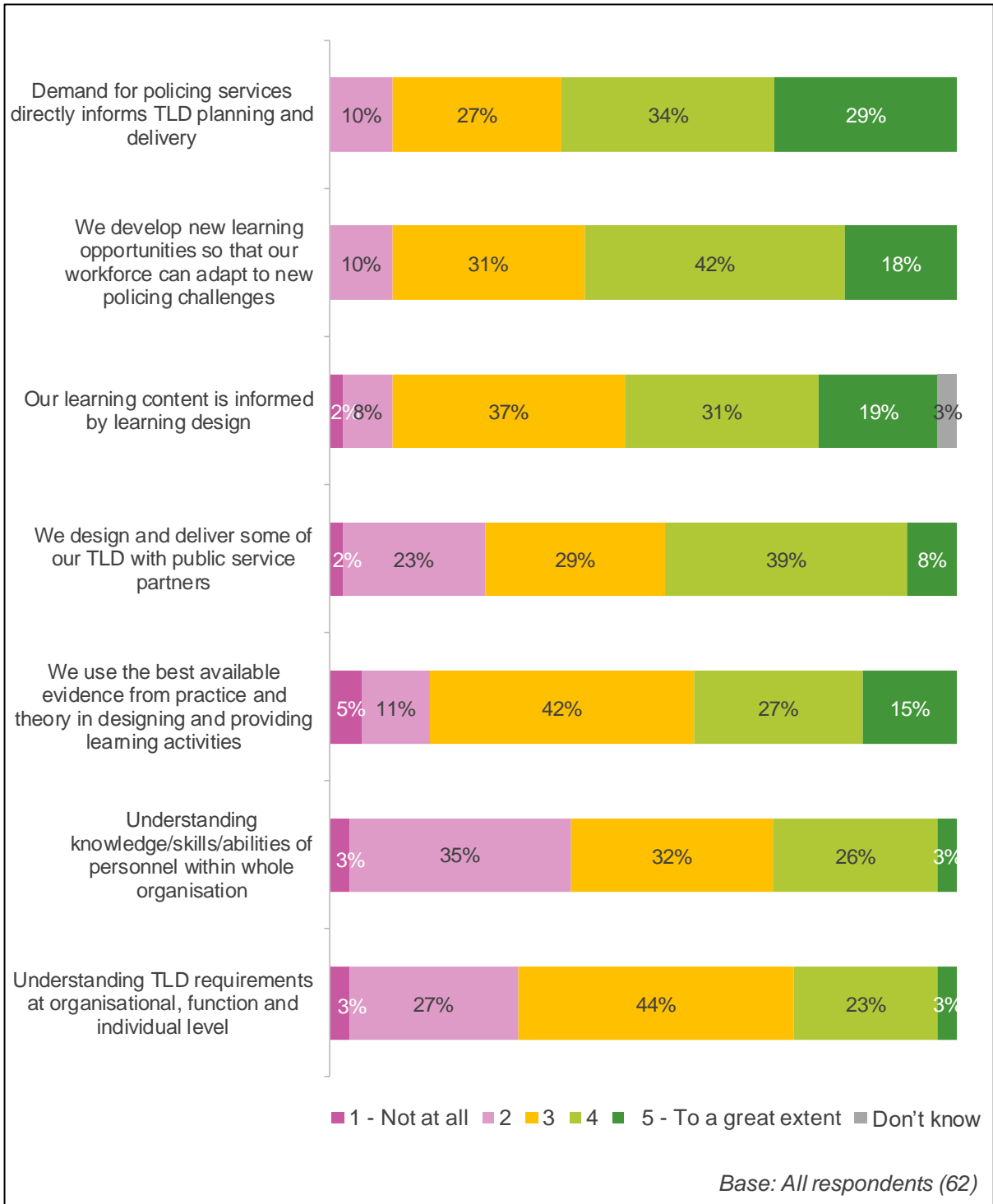
This was in line with the previously discussed finding that respondents did not think their force was using evidence-based research effectively in designing and delivering TLD programmes.

Figure 6 also shows that just under half (47%) were using public service partners to design and deliver some of their TLD activities, with only 8% reporting this 'to a great extent' whereas a quarter (24%) were not making use of this resource.

Ratings were polarised when it came to having effective systems and processes in place to understand the skills and potential skills gaps among personnel across the force. Whilst 29% said their systems for understanding the knowledge, skills and abilities of personnel from within the whole organisation were effective to a great or good extent, 39% believed they were not.

32% took a middle stand ranking the effectiveness of their systems as (3 out of 5). Similarly, whilst 26% said their systems for understanding TLD requirements at an organisational, function and individual level were effective, 31% said they were not and 44% were in the middle.

Figure 6 Rating different features of TLD design (2019)



Provision of Training, Learning and Development

Turning now to the channels of TLD provision, outsourcing some TLD provision is common practice among police forces. 18 respondents said they did not know whether their forces outsourced some of their TLD activities or not. For those who answered this question, three-quarters (76%) outsourced at least some of their provision. Levels of outsourcing were relatively low; 15% of provision being

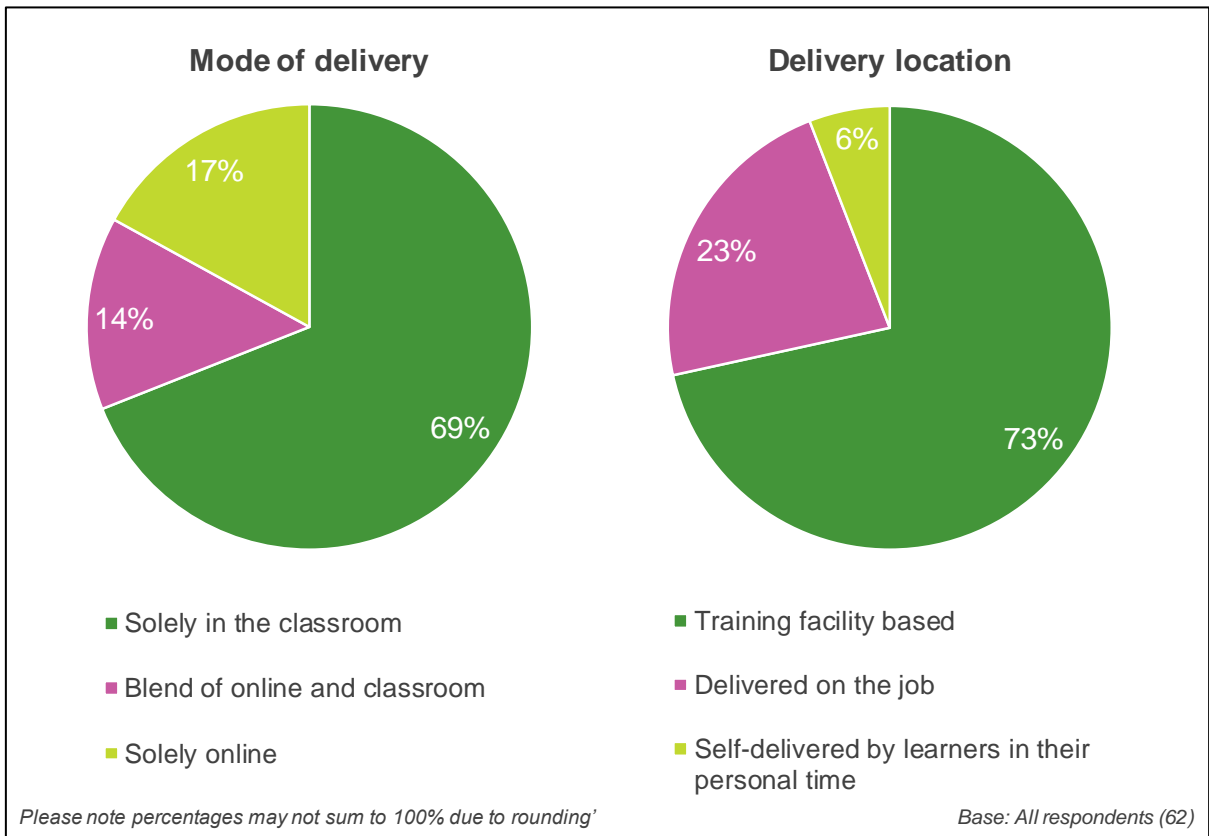
outsourced. Two-thirds (66%) outsourced 1-25% of TLD provision, 5% outsourced 26-50% of provision and a further 5% outsourced the majority of their provision (76-100% of provision)⁹.

The survey examined the channels through which training was provided, both the mode of TLD (online or classroom) and the TLD location (at a training facility, on the job, or self-delivered in the learners' own personal time). See *Figure 7* (below).

More training is delivered in the classroom than online; on average¹⁰, 69% of TLD was delivered solely in the classroom compared with 14% solely online; 17% of TLD uses a combination of classroom and online methods.

Most TLD is conducted at a training facility (an average of 73%). In most cases, over half of training was done at such a facility (just 10% gave a figure lower than half). A quarter of training is conducted on-the-job (an average of 23%). Very little is self-delivered by learners in their personal time (an average of 6%)¹¹.

Figure 7 Method and location of TLD provision



⁹ It is not possible to compare between years due to a change in question format, respondents in the first year were not asked the percentage of TLD which was outsourced.

¹⁰ Averages in this section refer to the mean, calculated using the integer figure given by the respondent excluding "don't know" responses.

¹¹ While this cannot be directly compared to the baseline due to amended question wording it is still possible to observe similarities and differences

TLD Resources and Learners' Experience

This element is concerned with availability and the accessibility of the TLD resource for learners in the forces. Ratings for resources and the learner experience were mixed. 45% believed they had clear structures in place for learners to identify and access learning opportunities.

Only 35% believed every member of the workforce has access to the appropriate developmental and learning activities.

A quarter (26%) believed there was effective signposting to development and learning resources, whereas 40% did not.

Respondents also believed technology is not being used to its full extent. Just 21% gave a rating of four or five out of five relating to the extent to which the use of technology was being maximised to support TLD delivery.

Respondents were particularly negative about the systems in place to allow learners to access learning at anyplace, anytime. Over half said they did not have effective systems in place for this (53%) and just 19% were positive about this.

Given the ambition of Vision 2025, the recent creation of the Destination Map for TLD, and the need to ensure that the current workforces' skills and capabilities are uplifted alongside those of new entrants to policing these results collectively are worthy of reflection.

Figure 8 TLD resources and Learners' experiences



Evaluating Training, Learning and Delivery and Effectiveness

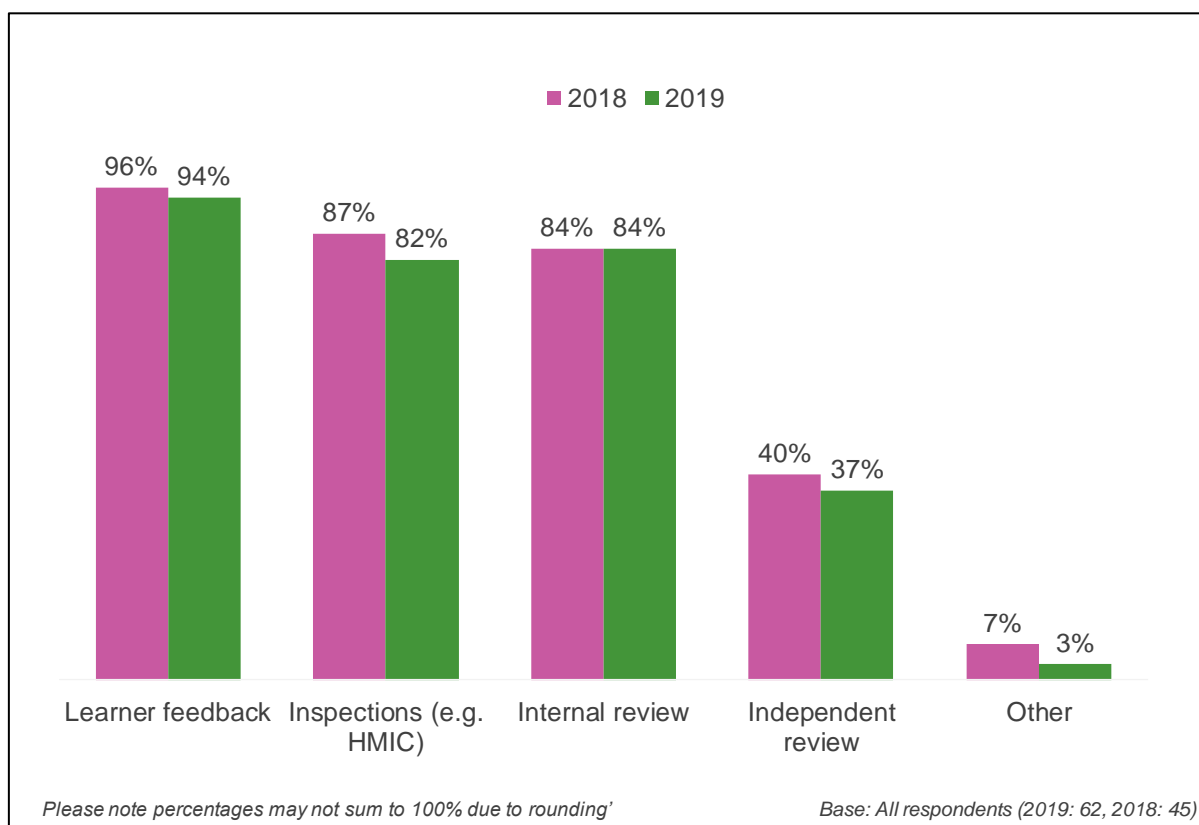
The evaluation of existing TLD is the third component of the TLD cycle. The majority of respondents (82%) said their force does have formal processes in place to quality review its learning and development activities.

Senior staff in 2019 were less likely than in 2018 to report that their force had formal processes in place (73% compared to 99%). This is of some concern, suggesting either that there is under-reporting in 2019 or else that this is an area of activity which has deteriorated since the earlier survey. However, all respondents selected at least one form of TLD quality review from the list provided, showing review processes are carried out universally even if they are not always considered “formal”.

Figure 9 (below) shows the types of quality review used in 2019 were very similar to those used in 2018. Feedback from learners was the most common tool in 2019 for reviewing TLD activities (94%), followed by internal reviews (84%). In addition, portfolio leads were significantly more likely to use an internal review in 2019 than in 2018 (100% compared to 77%).

Inspections from HMIC were also common (82%) and reported by senior staff to be significantly more likely than in 2018 (100% compared to 86%) but other forms of independent review were less common (37%).

Figure 9 Methods of quality review used for TLD activities



There are several criteria that forces used when assessing the effectiveness of their TLD department. As with the quality reviews for TLD activities, learner feedback comes out top at 94%. Portfolio leads were less likely than TLD leads to cite learner feedback (86% compared to 98%). HMIC and/or IOPC findings (79%) were second most common with the completion rate and performance (e.g. pass marks) of learners joint third (77% for each).

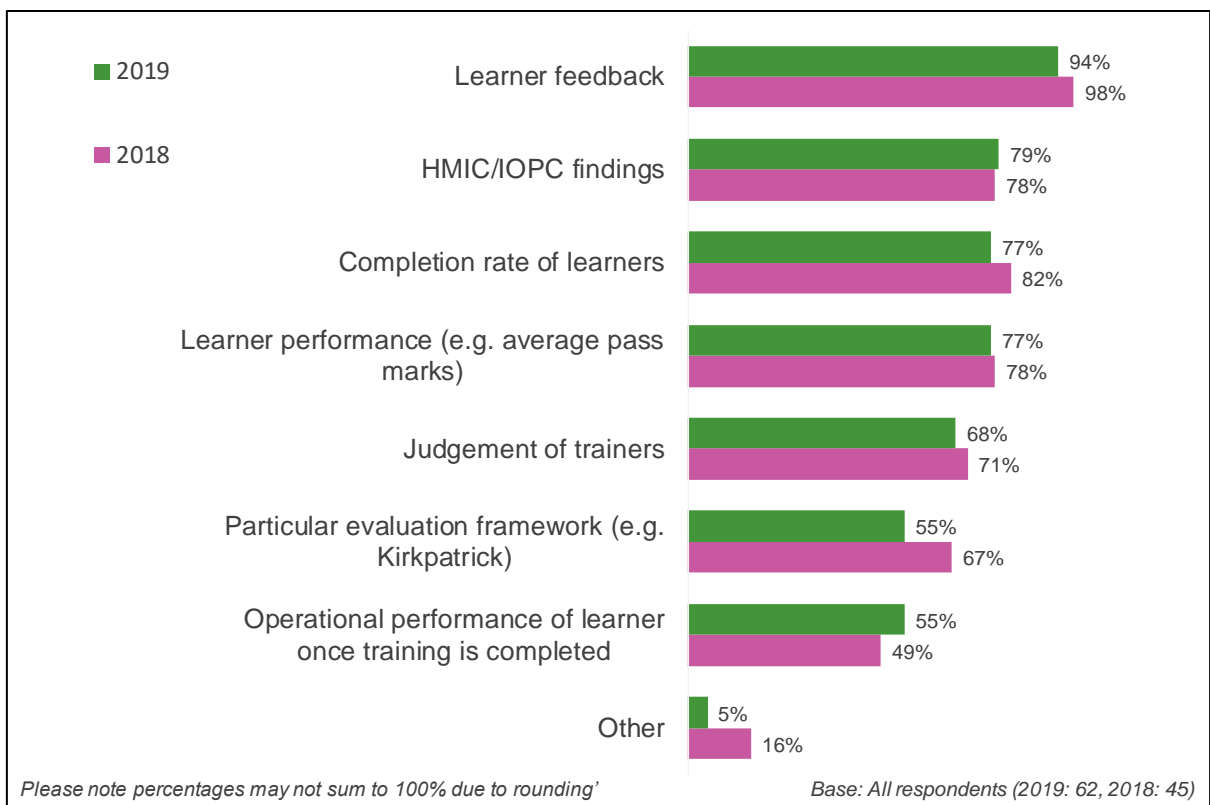
There were significant differences by role noted with regards to operational performance, both between portfolio leads and TLD leads in 2019 (64% compared to 85%) and between portfolio leads in 2019 and portfolio leads in 2018 (41% compared to 63%).

Figure 9 (above) shows the responses and how they compare to 2018. There is a decline in forces reporting using particular evaluation frameworks (e.g. Kirkpatrick) from 67% to 55%. It is also notable that there has been little change over the year in the way these methods of evaluation have been used, as shown in the comparison between 2019 and 2018.

Comparing the portfolio leads' responses to TLD leads, the decline in forces reporting using particular evaluation frameworks (e.g. Kirkpatrick) is not seen among TLD leads who are more likely to use this method than portfolio leads (32%). The figure has remained relatively constant (66% in 2019 compared to 65% in 2018), suggesting perhaps that portfolio leads are less aware of use of this criterion. This fact has only come to light in the 2019 survey with it's larger (more robust) number of responses from portfolio leads (22, compared to 11 in 2018).

When comparing responses across only TLD leads, responses were consistent across all quality review methods when comparing to the baseline.

Figure 10 Criteria used to assess the effectiveness of TLD department



Effectiveness of TLD evaluation

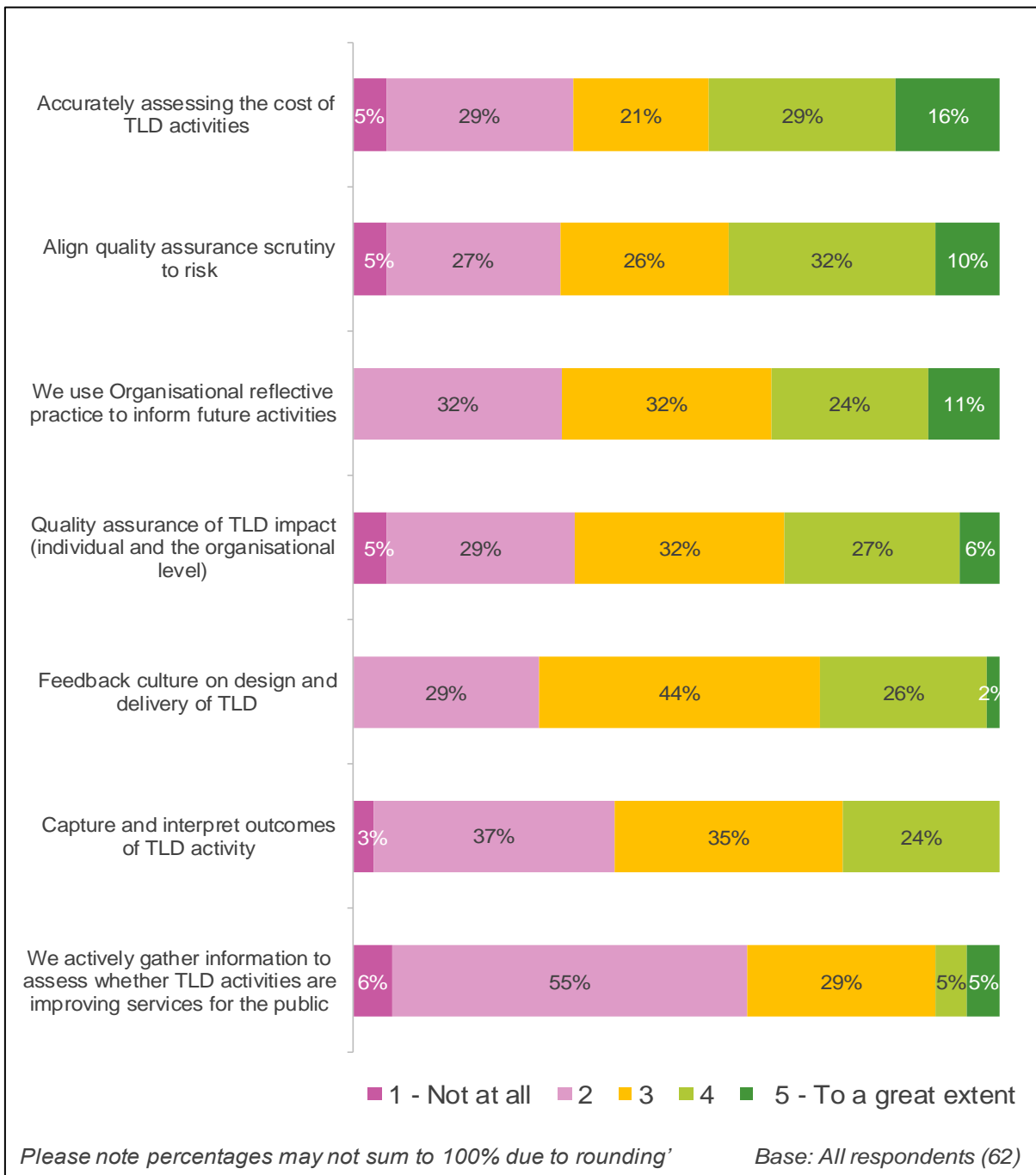
A key question when it comes to evaluating TLD activities, is how to assess their effectiveness. Effective systems and processes for accurately assessing the financial cost of TLD activities was the most common of the review features, with 45% saying they had these in place to a high extent (rating four or five out of five). This was closely followed by effectively aligning the level of quality assurance scrutiny to the risk of the area assessed (42%).

Less common was the use of organisational reflective practice to inform future activities – just a third responded that this was used to any significant extent (35%), whilst a similar proportion (32%) said it was not or was barely used at all.

Effective quality assurance of TLD impact on both the individual and organisational level was perhaps the most polarised area, with equal proportions giving a 4/5 rating and a 1/2 rating out of five. Similarly, even proportions believed there was a feedback culture on the design and delivery of TLD.

In terms of outcomes, just a quarter (24%) said they were effectively capturing and interpreting the outcomes of TLD activity and only a handful of forces were measuring the impact of their TLD activities on improving services for the public – just 10% believed their force was doing this to a reasonable extent (rating of four or five out of five).

Figure 11 Effectiveness of processes in place to review TLD activities



3 Innovation and Evidence-based Practice

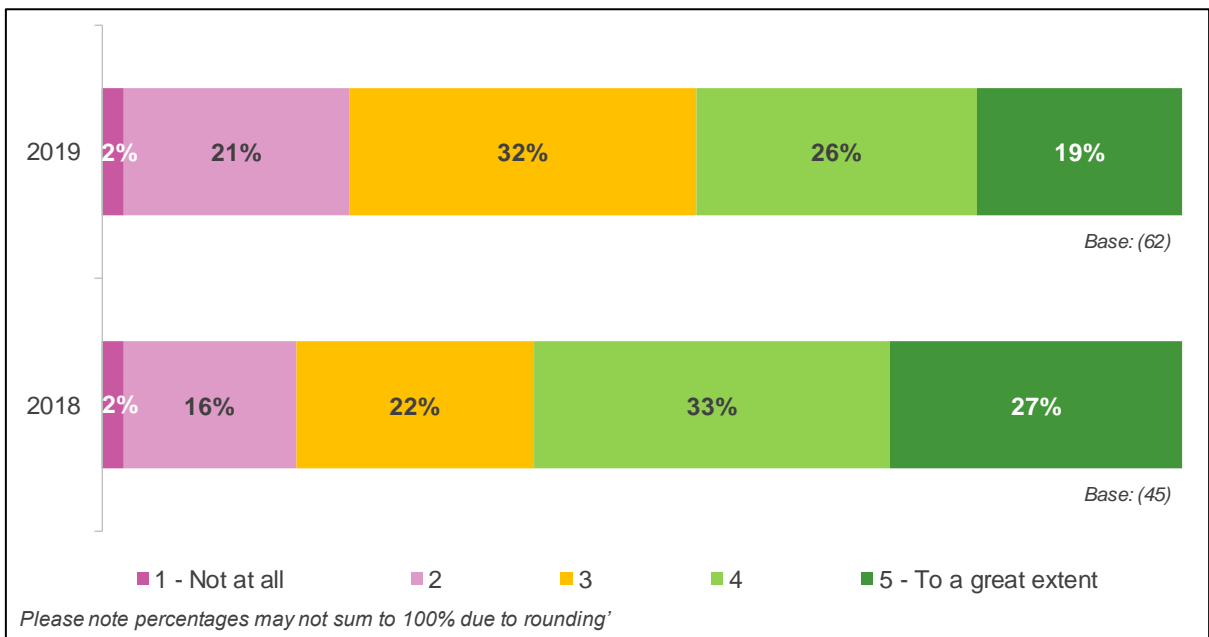
This section explores the police forces' perceptions of their innovation and evidence-based practice. We explored to what extent innovation has been a central aim when developing new TLD provision, the relationship with higher education institutes (HEIs), and the effectiveness of using research evidence in informing TLD functions.

Learning and Innovation

Just under half (45%) of respondents felt that innovation was a central aim when developing new TLD provision within the force, rating it as a four or five out of five where one denoted 'not at all' and five denoted 'to a great extent'. This was lower than the 60% overall seen in the 2018 baseline.

The idea that innovation was central to TLD provision was even bigger among TLD leads, where this fell from 64% to 50%. The proportion saying it was not central (one or two out of five) only rose a little, from 18% to 23%. The main change was in those given a three out of five rating, which rose from 22% in the 2018 baseline to 32% in 2019.

Figure 12 Rating of the extent to which innovation is a central aim when developing new TLD provision



The decrease in the focus on innovation when developing new TLD provision could be related to the additional pressures being put on TLD departments. Among respondents who said the capacity of their TLD department had stayed the same or increased, half said innovation was central, however among those who said capacity had decreased this figure was much lower, at 36%.

Relationships with Higher Education Institutes (HEIs)

Universities and other Higher Education Institutes (HEIs) provide one source of evidence-based practice. Overall, nine in ten forces have a working relationship with one or more HEIs. This was an increase on 2018, when the figure was 72%.

Among those who have a relationship, 96% of respondents said their engagement with HEIs had increased over the last 12 months. For two thirds of these it had increased substantially (65%).

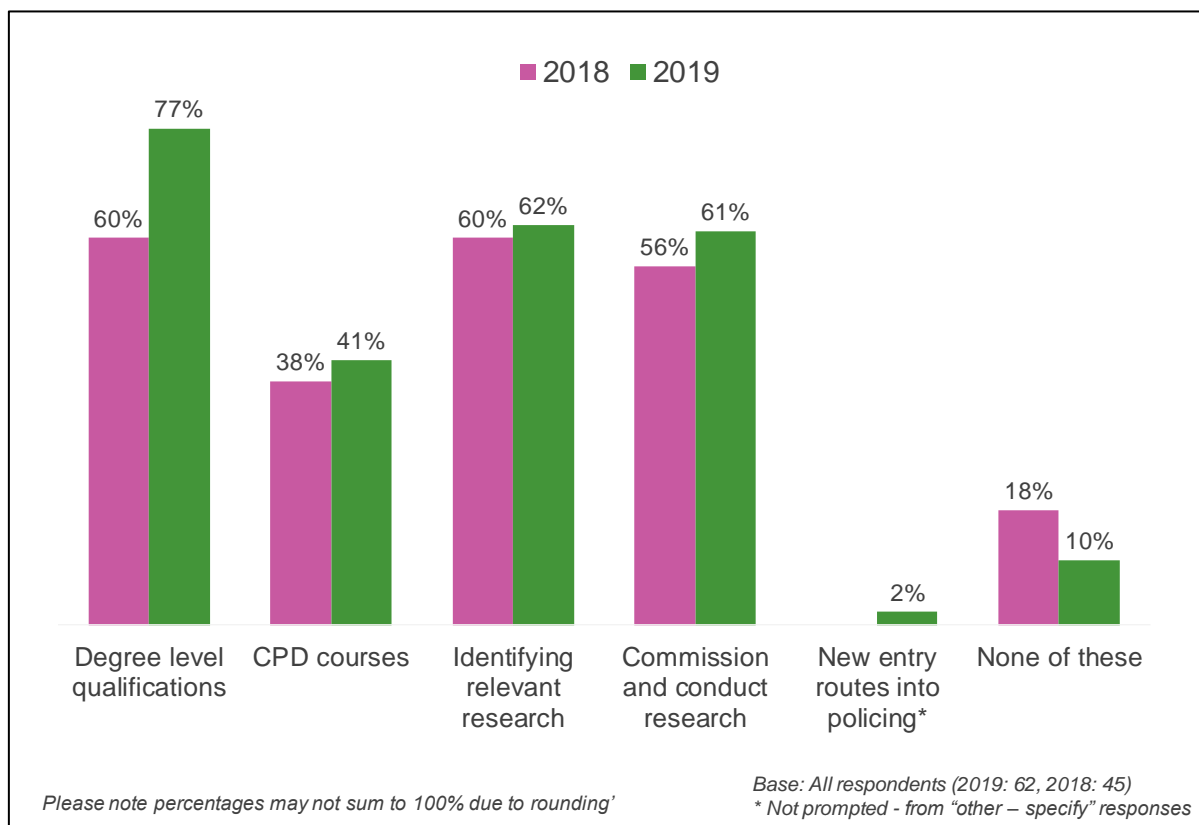
Figure 13 (below) shows that the main increase has been in forces using HEIs to provide formal degree level qualifications to their staff (from 66% to 77%), which was also the most common type of relationship between forces and HEIs. There was a noticeable increase among TLD leads (from 56% in 2018 to 76% in 2019). While the source of the increase was not stated, it is known from the policy context that this is most likely to be the commencement of police constable degree apprenticeships and degree holder entry programmes.

Partnerships are not only about degrees, and it is interesting to see that around three-fifths (62%) using the relationship to help them to identify relevant or emerging research evidence to inform TLD practice, for example, through seminars or public lectures. A similar proportion (61%) worked with HEIs in partnership to commission and conduct research.

Two-fifths (41%) were using HEIs to help deliver CPD courses to their staff. The low level of new entry routes into policing seems low but this is outside degree level qualifications.

All the different ways of engaging with HEIs had increased between 2018 and 2019; other than for degrees.

Figure 13 Ways in which forces have worked with Higher Education Institutes



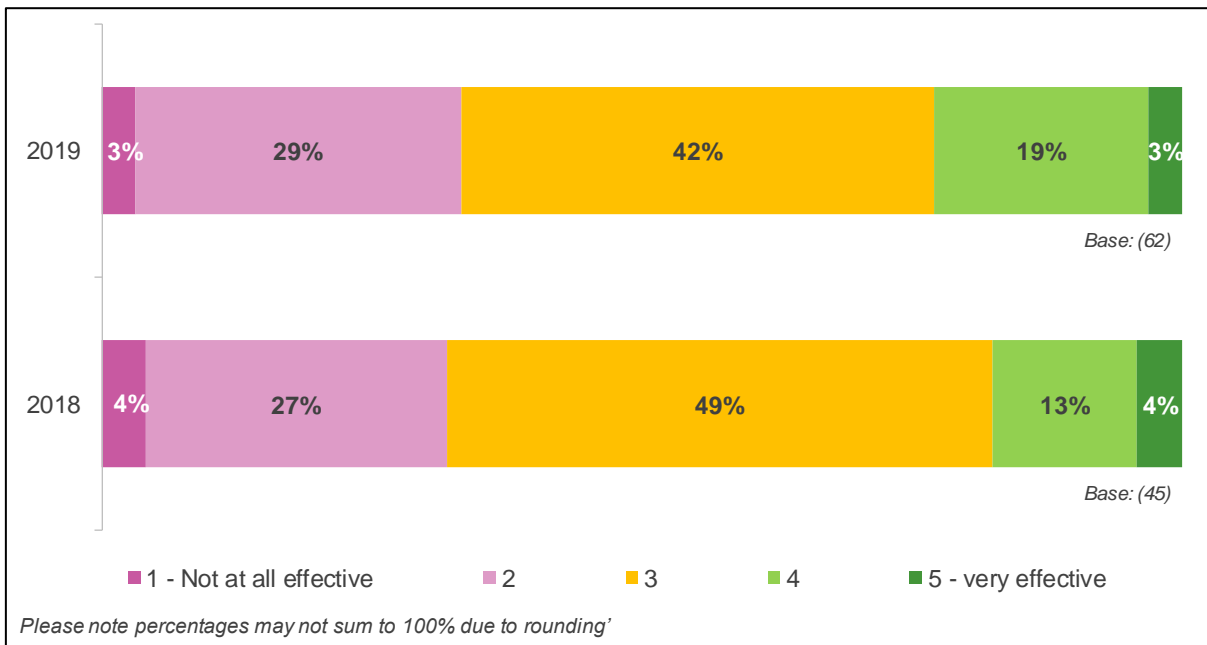
Forces which worked with HEIs tended to have a relationship with more than one. 16% said they only worked with one and 18% had worked with 5 or more. The mean (average) number of HEIs forces were working with was 2.8.

Effectiveness of Using Evidence-Based Research

Forces were not confident about the effectiveness of their TLD function at using evidence-based research in designing and delivering TLD programmes. Just under a quarter rated their TLD function as fairly or very effective.

In contrast, nearly a third (32%) reported that their TLD function was not or only slightly effective at using evidence-based research in this way. This is shown in *Figure 14* (below) as a comparison with the baseline, although the two are not fully comparable due to amended question wording¹². However, perceptions of effectiveness were similar across both surveys.

Figure 14 Effectiveness of using evidence-based research in designing and delivering TLD



¹² Baseline question wording: On a scale of 1-5, how effective would you say your unit is at utilising evidence-based research related to training, learning and development unit when designing and delivering learning and development programmes? Follow up question wording: On a scale of 1-5, how effective is your TLD function at using evidence-based research in designing and delivering TLD programmes?

4 Perceptions of readiness for Policing Vision 2025

This section examines changes in the forces' readiness to meet the TLD ambition set out in Policing Vision 2025.

In order to measure the change in perception of readiness, we analyse the changes in the responses regarding the preparedness of forces, volume and pace of change, change in understanding of the requirements of Policing Vision 2025 since 2018 baseline and the readiness of TLD workforce to upskill and change.

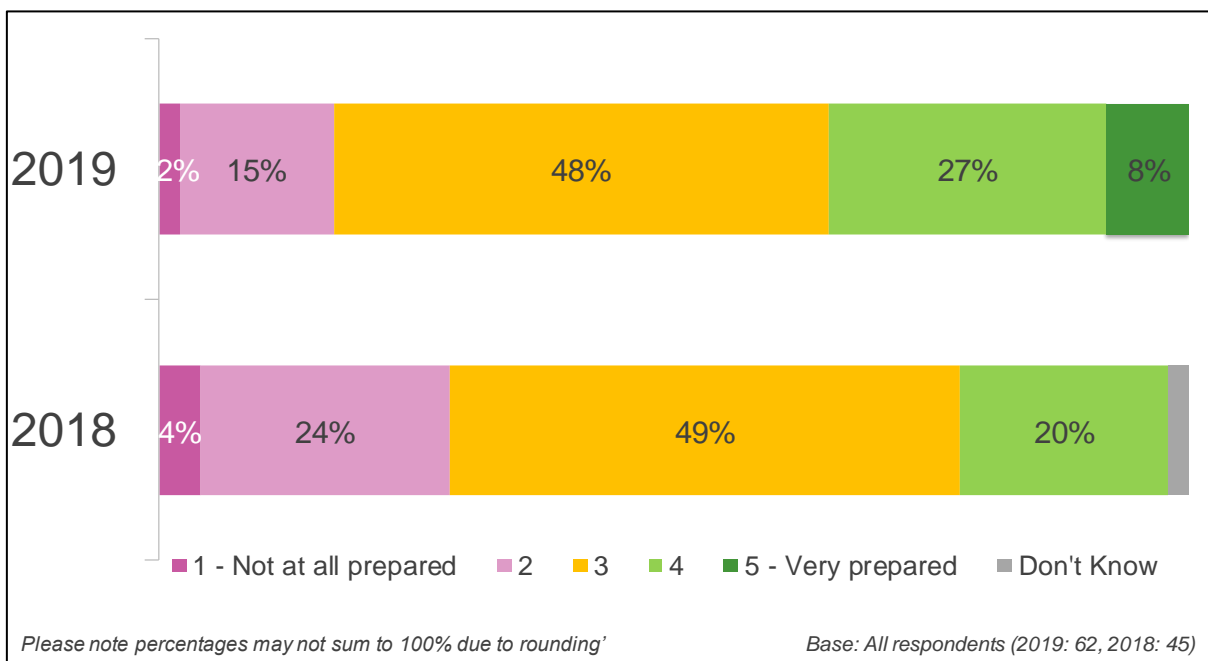
Preparedness of Forces

Overall just over a third of respondents (35%) claimed that their force was fairly or well prepared to meet the TLD ambition set out in Policing Vision 2025. Only 8% felt 'very prepared'. This was a noticeable increase on the baseline survey, where just 20% reported being fairly or well prepared and none gave the top 'very prepared' rating.

TLD leads in 2019 were more likely to say they felt well prepared than senior staff (41% compared to 23%) and also more likely than the same role in 2018 (41% compared to 22%).

Similarly, the proportion who felt they are not well or not at all prepared has fallen, from 28% to just 17%. This data, at both ends of the scale, are grounds for modest celebration, but the large numbers in the middle ratings (just under 50%) who are only partly prepared shows there is still a long way to go across the whole population of forces. *Figure 15* (below) shows the comparison between the two years.

Figure 15 Preparedness of forces to meet the TLD ambitions of Policing Vision 2025



Volume and Pace of Change

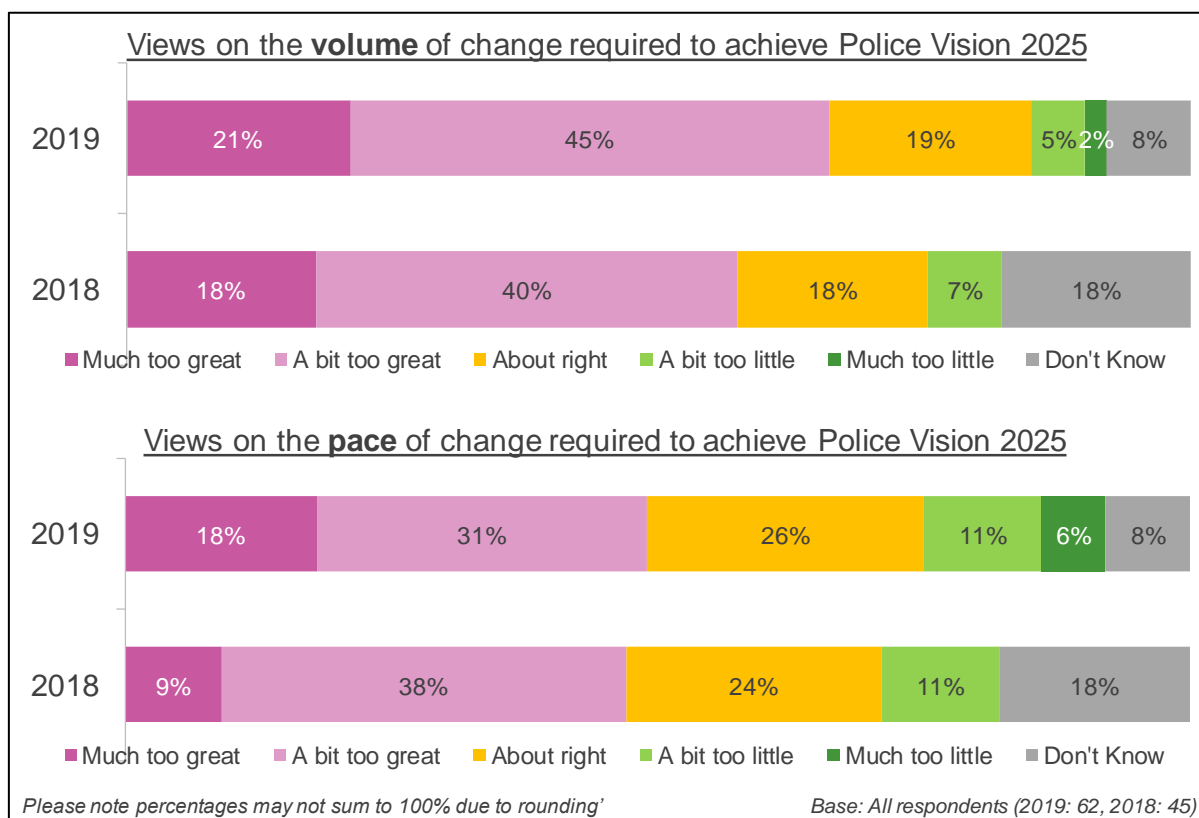
Despite an increased reporting of their preparedness to meet the TLD ambitions of Policing Vision 2025 since the 2018 baseline survey, there has also been a slight increase in the proportion who believe the

volume of change is too great to achieve in the given time (66%, up from 58%); see *Figure 16* (below). On the question about the pace of change, around half (49%) believe the pace of change is too great, which is similar to the proportion in the 2018 baseline (47%).

Fewer report 'don't know' in 2019 compared with 2018. This suggests greater familiarity with what is to be achieved for Policing Vision 2015.

There has not been a significant change in either case in the proportion who feel the pace or volume of change to be 'about right'.

Figure 16 Views on the volume and pace of change



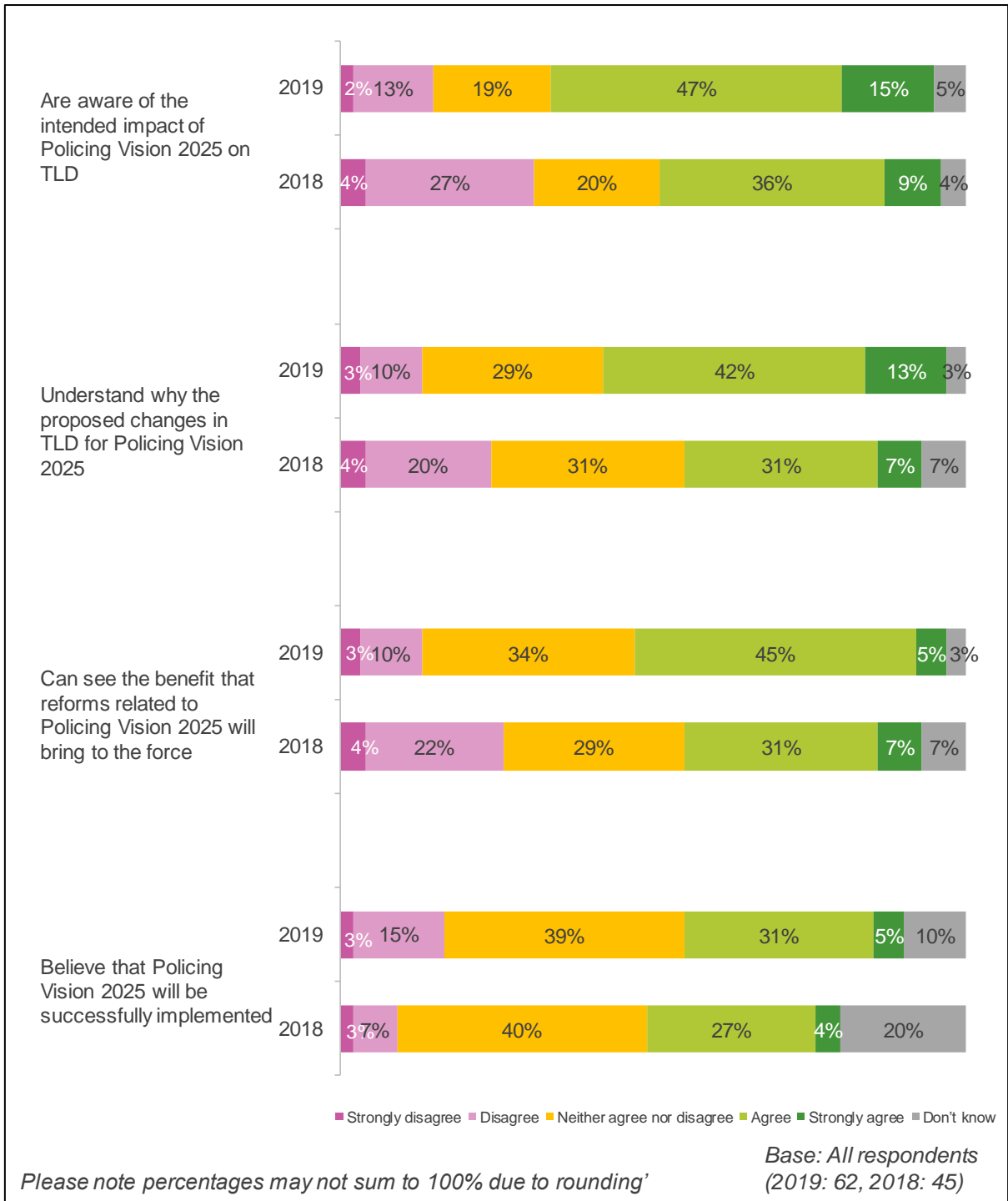
Readiness of Training, learning and Development Workforce to Upskill and Change

There had been slight increases in respondents' perception of TLD workforce awareness of the intended impact of Policing Vision 2025 on learning and development, which was up to 61% (from 44% in 2018). This again suggests greater familiarity with what is being sought through the vision. There was also an increase in the understanding of why the proposed changes were required (55% in 2019, up from 38% in 2018).

An increase in understanding of the benefits of Policing Vision 2025 was also found. However, there was no increase in the proportion who believed Policing Vision 2025 would be successfully implemented, which still sat at around a third of respondents (36% in 2019 compared with 31% in 2018).

A notable change is in the number who report not knowing – reduced on all these questions to a small degree but most notably down to 10% in 2019 compared with 20% in 2018 on the question of whether the vision will be successfully implemented, which is an encouraging shift. *Figure 17* (below) shows the changes in agreement to each statement since the 2018 baseline.

Figure 17 Change in understanding of the requirements of Policing Vision 2025 since 2018 baseline



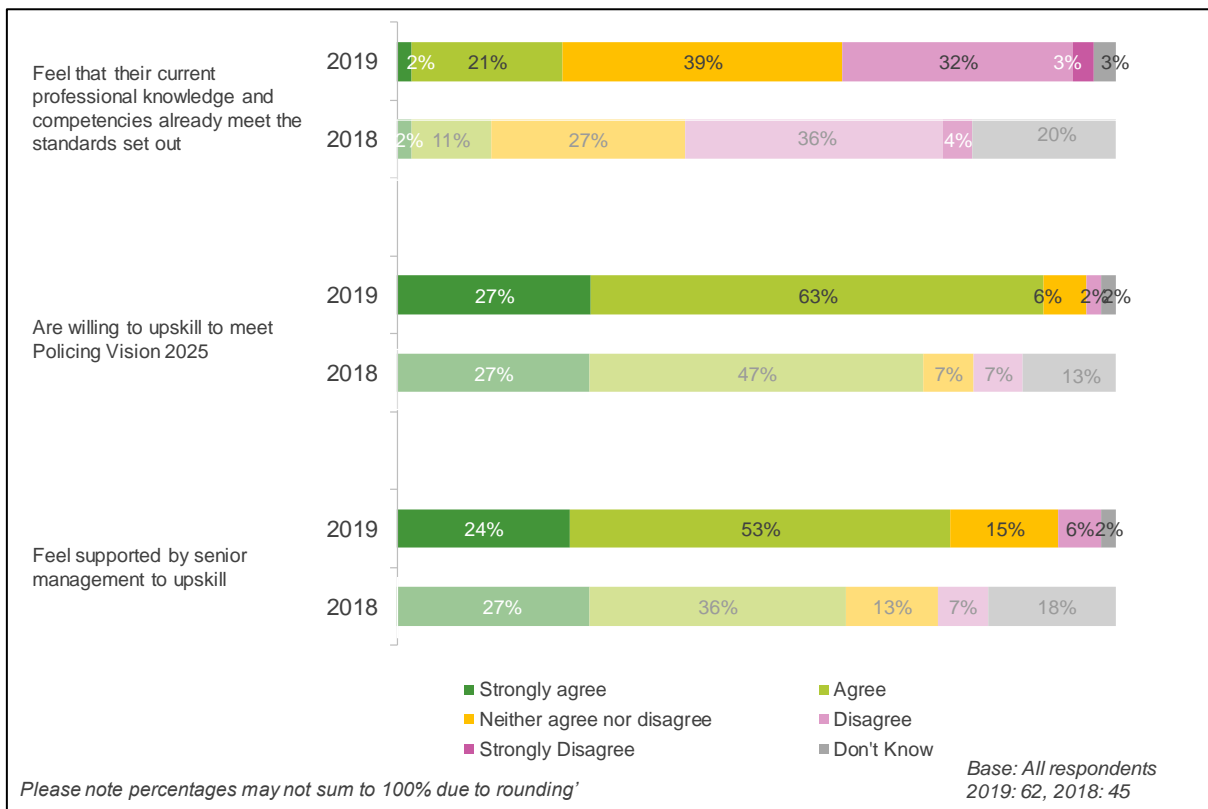
Despite the relatively low levels of agreement that TLD staff believe that Policing Vision 2025 will be successfully implemented, it is still higher than the proportion that disagree. The most common response - of just over a third of responses - was neutral to this statement (neither agree nor disagree: 39%).

Levels of disagreement were quite low for each of the statements about respondents' perception of TLD staff understanding of the requirements of Policing Vision 2025. *Figure 17* shows the full breakdown of responses.

On the questions about TLD staff knowledge and competencies, relatively few believed that TLD staff felt their current professional knowledge and competencies already met the standards set out in Policing Vision 2025 (22%).

However, the vast majority believe staff are willing to upskill to reach the required standards and that they feel they have the support of senior management (*Figure 18* below). TLD leads were more confident in their skills level, nearly twice as many portfolio leads do not feel that LTD workforce currently have professional knowledge and competencies of a suitable standard (50% of portfolio leads compared to 27% of TLD leads). This is a similar pattern to the baseline (55% compared to 39%).

Figure 18 Current skills and willingness to upskill to required standards: 2019 figures

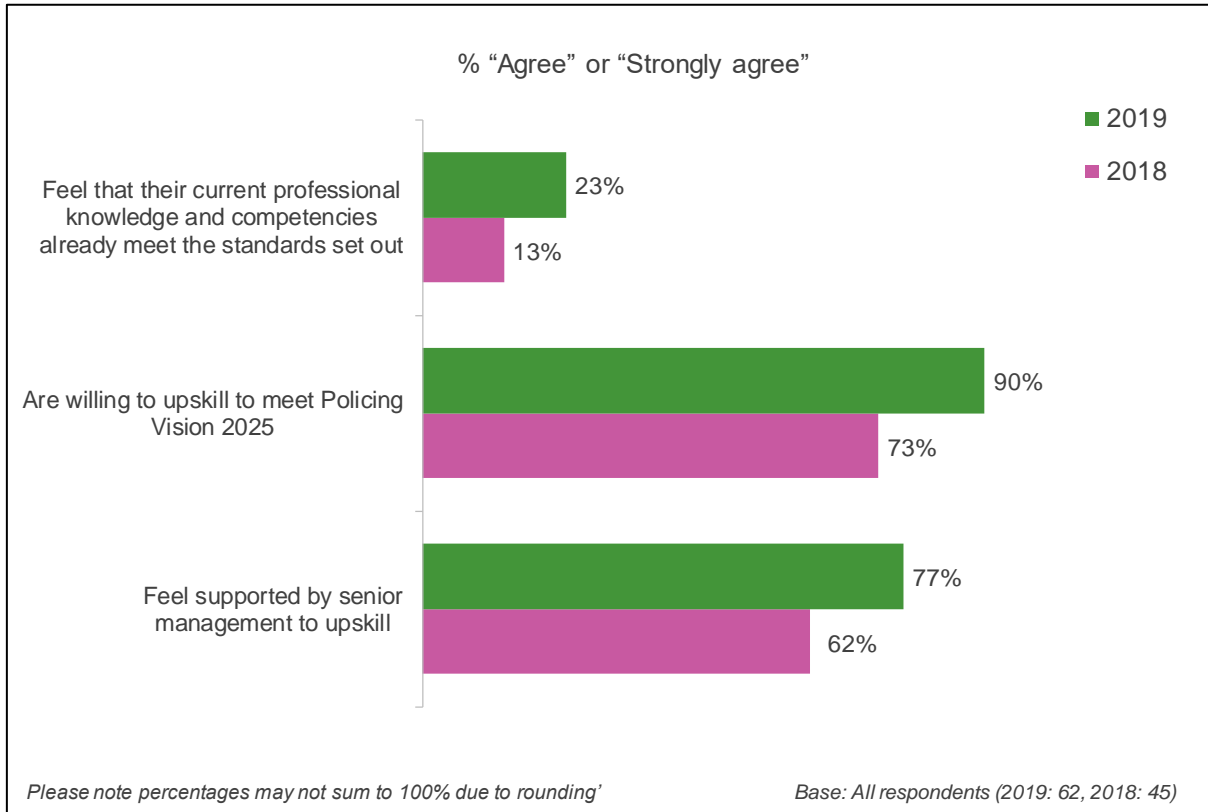


Only 23% of the respondents felt that the current skillset of TLD workforce meets the required standards for Policing Vision 2025.

Nevertheless, this is a notable increase compared to the 2018 baseline (*Figure 19* below) . The reported willingness of the TLD workforce to upskill, and the feeling that they are supported by senior management (*Figure 19*) have also risen significantly.

TLD leads were slightly more likely in both surveys to be willing to upskill and say that the workforce felt supported by senior management.

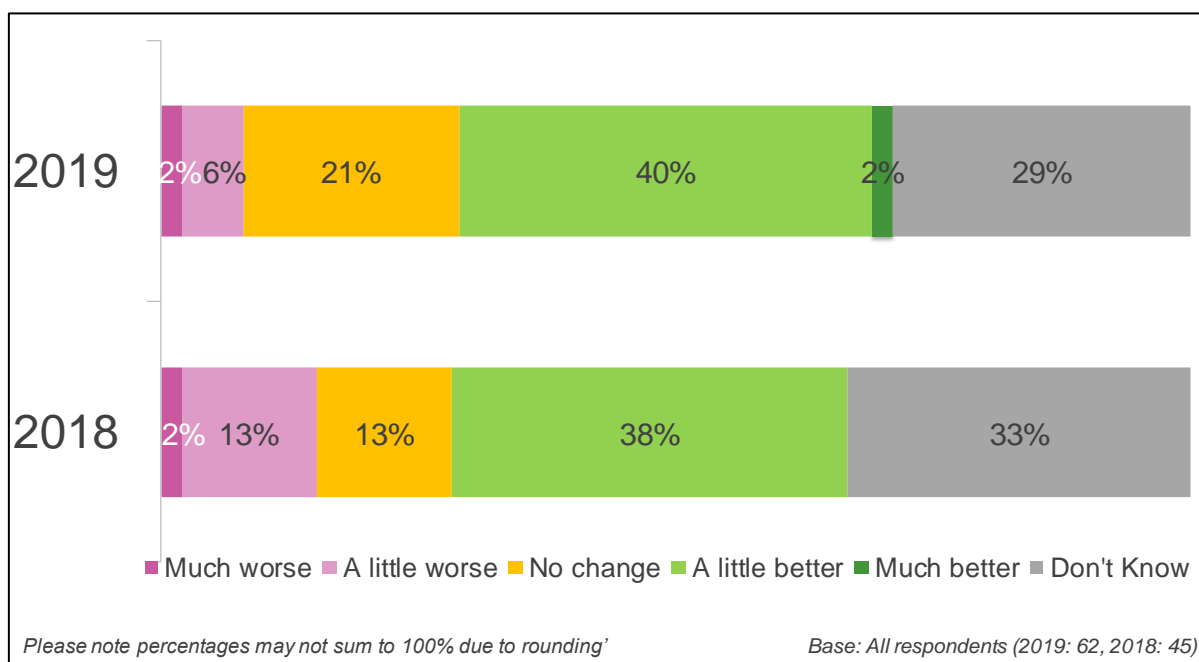
Figure 19 Change in the skill levels and willingness to upskill since 2018 baseline



Exploring other aspects of preparedness for change; respondents were asked whether the TLD staff in their organisation ‘tend to believe that their jobs will be better or worse following the changes to training, learning and development for Policing Vision 2025’.

As shown in *Figure 20* below, overall two-fifths (42%) said they felt TLD staff tend to believe their jobs will be better. This was a similar proportion to those giving a positive response in 2018 (38%). Just 8% said they thought staff felt their jobs would be worse, which is a decrease on the 16% who reported this opinion in the 2018 baseline survey.

Figure 20 Expectation of job as a result of Policing Vision 2025



5 Factors Influencing Readiness for Policing Vision 2025

A number of factors could influence preparations of TLD departments as they get ready for the changes set out in Policing Vision 2025, including organisational change, senior leadership, government policy and collaborative working with other organisations.

Respondents were asked to rate 14 factors in terms of whether they thought this factor would help or hinder preparations for Policing Vision 2025.

There was wide agreement that leadership from within TLD (94%) and leadership by the executive team (84%) would help improvements to TLD readiness. These were both in line with 2018 findings (93% and 84%).

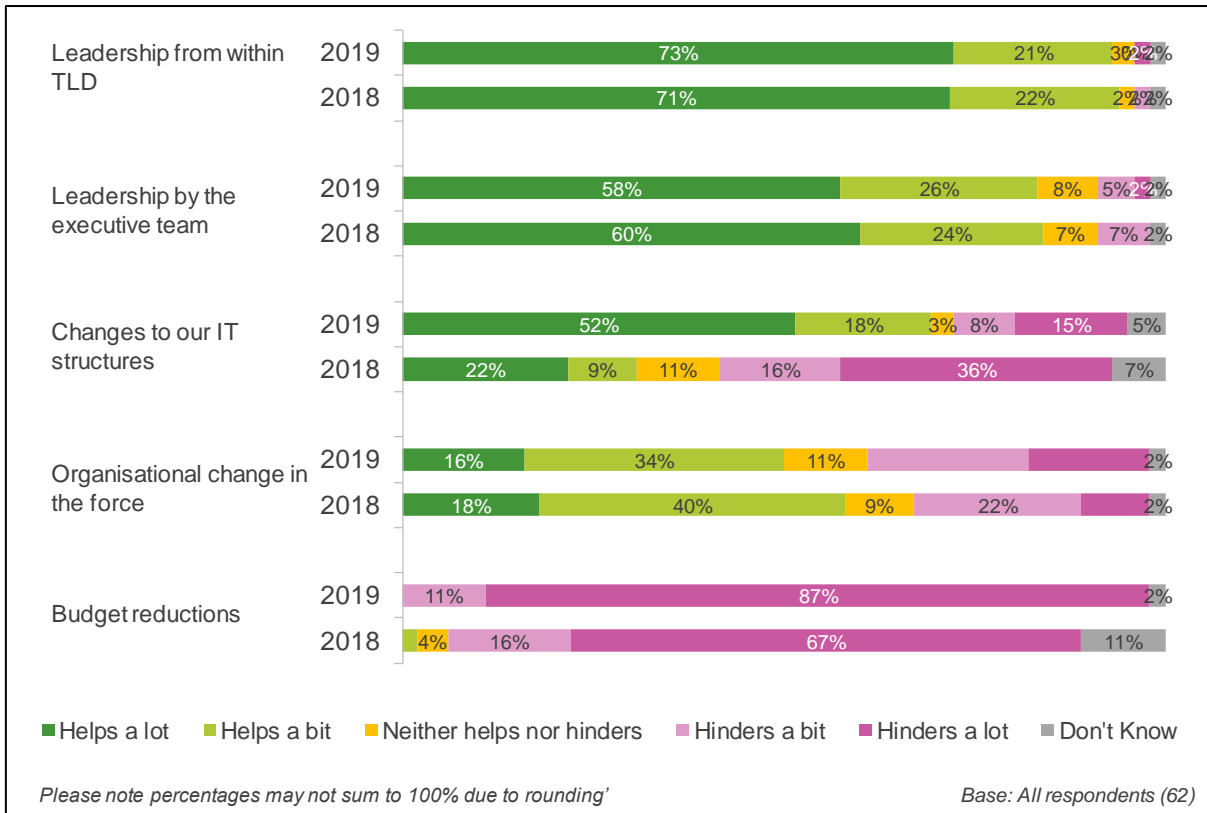
Around three-quarters (70%) believe changes to the IT structures would be helpful, and this is a noticeable increase from 31% in 2018. This change could be influenced by the greater understanding staff now has of the requirements for Policing Vision 2025 (see above).

Half believed organisational change in the force would help TLD preparations. However, a big minority (37%) believed it would hinder. This is not substantially different from 2018 (31%).

In the 2019 survey, TLD leads were more likely to believe organisational change would be a help (59%) than portfolio leads (32%).

In relation to budget reductions, the vast majority (87%) said it would hinder preparations a lot.

Figure 21 Extent to which senior leadership and organisational change help or hinder TLD readiness for Policing Vision 2025



There were mixed views as to whether government and oversight bodies would help or hinder preparations. *Figure 22* (below) shows that in 2019, the College of Policing standards was most likely to be seen as a help, although by slightly fewer respondents in 2019 (65% said they would help, compared to 76% in 2018). In 2018 just 4% felt they would be a hindrance, but in 2019 this has risen to 19%.

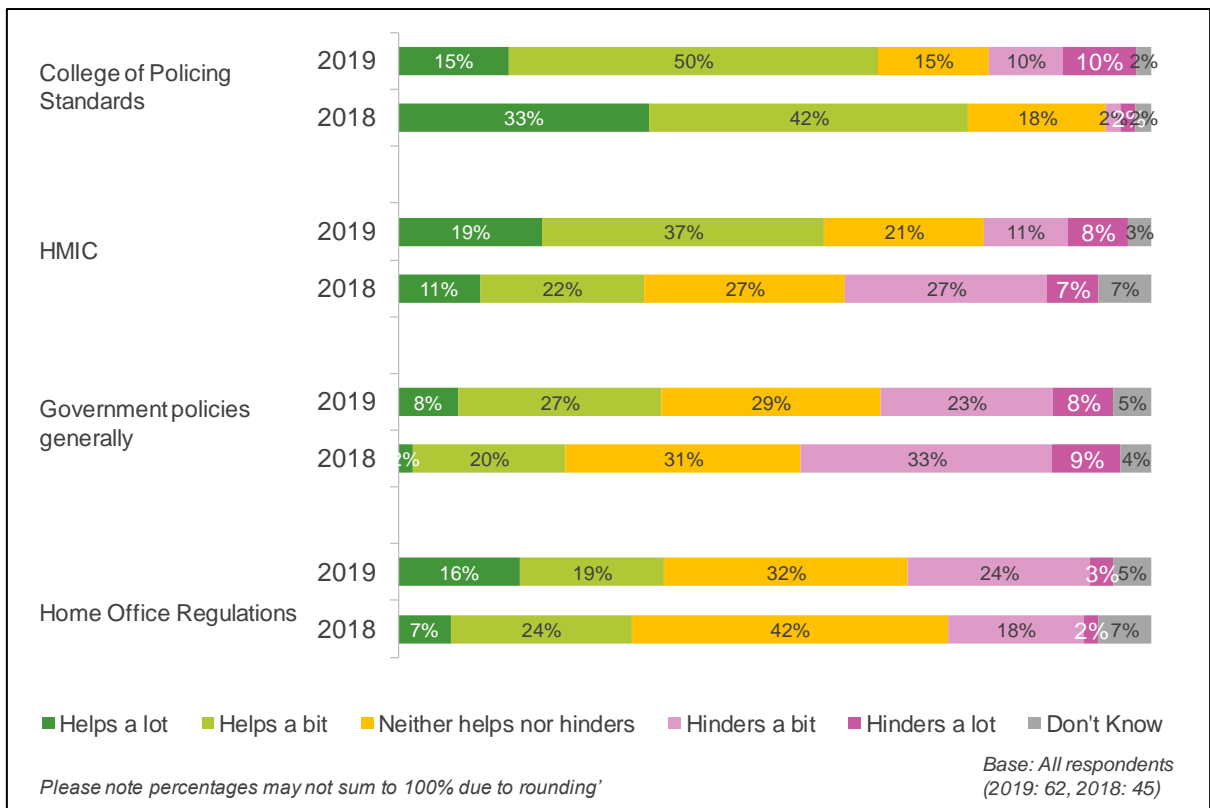
Conversely, the proportion who believe HMIC would be a help has increased significantly, from 33% in 2018 to 56% in 2019.

Respondents were also positive about the impact of government policies generally, although this factor was more polarised in 2019 than in 2018. A third believed they would help (compared with 22% in 2018) and a third believed they would hinder (42% in 2018).

In comparing roles, TLD leads were more likely to believe government policies generally will help (46%, compared to just 18% of portfolio leads).

There was little change in the proportion who thought Home Office regulations would be a help (35% in 2019 compared with 31% in 2018).

Figure 22 Extent to which government bodies help or hinder TLD readiness for Policing Vision 2025



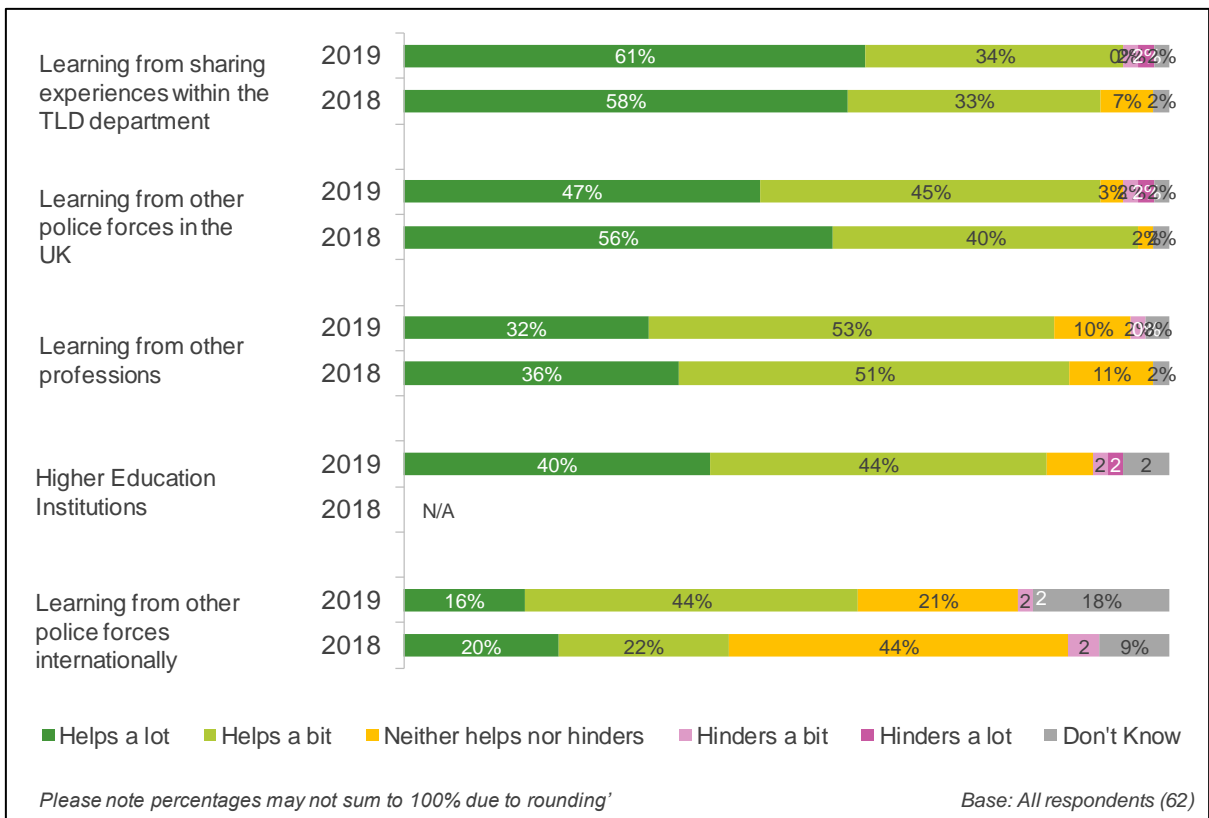
Views on the helpfulness of different types of collaboration and learning from others was mainly positive (*Figure 23* below). Learning from shared experiences within the TLD department was seen as most valuable (95%) closely followed by learning from other forces in the UK (92%).

A high value was placed on learning from other professions (85%) and from higher education institutions (84%). However, this value is slightly less than the 2018 baseline (87%).

Learning from other police forces internationally was less again, though two thirds thought it would be a help and only 2% thought it would be a hindrance.

This might be due to the increase in overall demand noted previously. It is possible that an over-stretched TLD function might have less time for collaboration and innovation.

Figure 23 Extent to which sharing experiences between police forces and other professions would help or hinder TLD readiness for Policing Vision 2025



Conclusions

This report sets out to establish whether or not progress has been made towards the readiness of police forces for the changes required to implement the training, learning and development ambition of Policing Vision 2025. Also, to compare the results with those from the baseline study, conducted in 2018.

The survey was designed by the research team at The Open University and completed in conjunction with the London Mayor's Office for Policing and Crime. Funding was provided by the Home Office from the Police Transformation Fund.

The response rate for this endline survey was exceptionally good. 100% of the 43 police forces in England and Wales were represented in this survey. The Police Service of Northern Ireland and British Transport Police participated to this survey as well.

This survey has a strong evidence base which can be widely used to support practice.

This report discussed the findings from the second survey in the series. A baseline study was undertaken in the spring of 2018¹³, and this allows us to now present the progress made in this time. The endline survey provides evidence of working practice attitudes from TLD heads and also the executive team member with the portfolio lead for TLD in police forces across England, Wales and Northern Ireland.

The endline survey provided a benchmark for the state of learning and development in the 43 police services in England and Wales and Northern Ireland. It provided valuable insights on the preparedness of those organisations to meet the challenges and aims of Vision 2025. The data presented in this report offers a further insight into this space and provides the opportunity to understand the changes that have occurred in policing learning and development in the period between the two surveys.

The endline survey indicated a positive change in TLD function in the England and Wales towards better preparedness for the requirement of Police Vision 2025. One third of the forces reported that they were prepared for the changes required for Policing Vision 2025 compared to one fifth in the baseline survey in 2018.

This increase was reflected in increases in the understanding of what was required and why to achieve the ambition in the targeted time, and an increase in the proportion who believed TLD staff could see the benefits the reforms will bring to the force.

In terms of individual staff members, a quarter believe their staff's current professional knowledge and competencies already meet the standards set out in Policing Vision 2025, up from one in eight in 2018, and nearly all said staff are willing to upskill to meet the standards required. Three quarters said staff felt supported by senior management in doing this.

There was wide agreement that leadership from within training, learning and development departments, and from executive teams, is key in helping forces successfully prepare to meet the ambitions of Policing Vision 2025. Views on the helpfulness of collaboration and learning from others internal and external to the force was also overwhelmingly positive, for example sharing experiences within the department and learning from other police forces.

¹³ Hartley J and Kahlil L (2018) 'Implementing the Transformation of Police Training Learning and Development: Baseline Survey Report' Milton Keynes: Open University Centre for Policing Research and Learning.
<https://www.open.ac.uk/centres/policing/sites/www.open.ac.uk/centres/policing/files/files/MOPAC/Baseline%20Survey%20Report%2012082018%20FINAL.pdf>

There were mixed views as to what help government bodies could be to preparations; the College of Policing Standards was felt most likely to be helpful, however by fewer than in 2018. Conversely opinions on the helpfulness of HMIC were more positive than in 2018, over half now think they could help - up from just a third in 2018.

However, there is still a scope of improvement in several areas. All forces, without exception, report that demand has risen. Both executive team and operational TLD leads say this. In some forces, resources have also risen, but not to the same extent.

Two thirds of the forces believe the volume of change required to meet the training and development ambitions is too great, and half believe the pace of change is too great. That said, two thirds of forces already have a written TLD strategy in place, and the majority of these say it is well aligned with the force's strategy. Three quarters said that their TLD function had an explicit ambition to make the force a learning organisation.

Fewer than half of respondents said that innovation was a central aim when developing new TLD provision within the force, significantly lower than the six in ten seen in 2018. Furthermore, just a quarter said their TLD function was effective at using evidence-based research in designing and delivering TLD programmes. That said, most forces had a working relationship with at least one Higher Education Provider, and six in ten worked with them to identify relevant research and a similar proportion to commission and conduct research.

Policing in England and Wales is on an ongoing journey to support the training, learning and development needs fundamental for Policing Vision 2025 and more forces feel prepared. But importantly, there are substantial assets in the workforce and in it's confidence in the leadership. Concepts like evidence-based practice and police forces as learning organisations are becoming more established in policing TLD strategies and practice.

Police forces have many areas of strength that they can build on.

Centre for Policing Research
and Learning



Home Office

MAYOR OF LONDON

OFFICE FOR POLICING AND CRIME

All communication related to this report should be directed to:

Professor Jean Hartley

Academic Director

The Open University Centre for Policing Research and Learning.

Email: jean.hartley@open.ac.uk



IFF Research

5th Floor
St. Magnus House
3 Lower Thames Street
London
EC3R 6HD
Tel: +44(0)20 7250 3035
Website: iffresearch.com

Contact details: Jessica Huntley Hewitt
Jessica.HuntleyHewitt@iffresearch.com