Centre for Policing Research and Learning

The Open University

Phase 2 Report: Building the Evidence Base for the Tutoring of Police Recruits

Dr Tom Cockcroft

Dr Ben Bowles

Dr Holly Taylor-Dunn

Phase 2 is a qualitative interview-based review of police tutoring in England and Wales conducted between March 2022 and November 2022.

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Contents

Executive Summary

- This phase built on the work conducted for phase one of the tutor constable research. The aim was to explore the perceptions of tutors, assessors and strategic leads (from five case study forces) and gain insights into current practices and challenges of the three different working models.

- The different models of delivery which are applied locally offer varying levels of support and challenge for the tutors. Professional Development Units (PDUs) can offer controlled and tailored development but can be hard to resource. On shift systems offer a more realistic introduction to police work, but it can be hard to ring-fence time to support the student's development. Hybrid systems can reduce the challenges of On shift models, bridge resourcing challenges, and potentially provide more options to support the recruit's journey to independent Patrol Status (IPS). This requires joined up thinking and careful design between the PDU and the response team and requires protected time for students and tutors.

- Student development is reliant upon an appropriate balance of theory, skills and knowledge of systems/procedures. Key skills such as file building and statement writing need to be taught in initial training and this knowledge consolidated during a recruit's operational development.

- Tutor training may be undermined by a lack of consistent, integrated and well-designed training offered to tutors. Assessors who have undertaken external assessing qualifications can utilise these skills to enhance the role of tutor and assessor. CPD opportunities are viewed as relatively ad hoc and there is a great deal of variation between forces. This perhaps reflects the lack of status afforded to tutoring and assessment, despite its importance.

- The data reveals that the recruitment, retention and incentivisation of tutors continue to be challenging areas. Forces find it hard to recruit into tutoring roles and retention is an issue. This is compounded by some tutors being coerced into the role.

- Incentivisation schemes which offer an additional financial payment do not always eliminate officers' frustrations around workload and support.

- Where tutors volunteer or are selected for the role, incentives are considered less important. Therefore, proper incentivisation for tutoring should start with making sure that it is recognised and valued as a key role that relies on specific and specialist skills. Financial incentives alone are unlikely to improve satisfaction or retention.

- Tutoring systems continue to be defined by their fragility, driven in part by a lack of strategic direction and resourcing. Under the dual pressures of Policing Education Qualifications Framework (PEQF) and Uplift, the requirements for good tutoring can surpass the resources available which risks both under-resourcing and a failure to meet the demands of the task.

- The research identified concerns for the ongoing sustainability of tutoring. The challenges presented through resourcing, tension between organisational needs and student development and changes to the demographic of recruits all led to the potential for burnout or unmanageable stress for tutors. These profound challenges point to the need for coordinated changes whereby the resourcing, status, monitoring, leadership and infrastructure support for tutoring are revisited and reinforced.

- There is evidence of some reflection within forces on the challenges and drives to develop tutoring and assessment practices. However, the wide variety of approaches to QA and management of tutors raises significant questions about the role's status, accountability, and what needs to be done to ensure consistent and quality tutoring.

- Protected deployment, the opportunity for assessors to provide further support to tutors and students and the possibility of attaining qualifications to support the tutor in their tasks, were identified as a perceived support deficit.

Introduction

This phased project exploring police tutoring was initiated to generate insights into current practices throughout England and Wales. Taken together, the three phases explore a range of issues, including: the tutor role and variations in operationalisation; whether or not the role is seen as a specialised role or an extension of core skills and knowledge; recruitment; performance review; delivery models (and the implications of these); potential for standardisation; and the relationship between tutoring and retention.

These issues can be viewed as historically embedded (see HMIC, 2002, for example). However, the opportunities and challenges presented by both the Police Uplift Programme and the Policing Education Qualifications Framework (PEQF) suggest that it is vital to understand the role that tutoring can play to ensure such initiatives are successful.

This first phase of this research project offered insights into how police forces understand and position the role of the police tutor and explored the benefits and challenges of current tutoring arrangements. For example, it identified opportunities and issues around relationships/working practices between Higher Education (HE) providers, the police organisation and the tutor; role profiles; consideration of Equality, Diversity and Inclusion (EDI); different delivery models; assessment; recruitment; incentives; retention; oversight and Continuous Professional Development (CPD).

The second phase builds upon the first phase of the research by drawing on qualitative data from interviews and focus groups with tutors and assessors. The report will refer to established tutoring models, identified by College of Policing (2020), of PDU (where tutors belong to a development unit), On shift (where tutors are members of a response team) and Hybrid (where tutoring draws on elements of both PDU and On-shift models). However, during the course of this report we will argue that the use of such models to articulate tutoring practices are not always helpful. Furthermore, we argue that they may better be understood through envisaging tutoring delivery as occurring on a spectrum from tutoring being completely separate to deployable policing structures, such as response teams and neighbourhood teams, through to tutoring being completely controlled by such teams.

Research Objectives

The three phases of the research aim to describe and outline the current landscape of tutoring in England and Wales. In doing so, they address:

- The tutor role and the ways in which different forces understand this function.
- The extent to which tutoring is viewed as a core capability for the police officer role, or conversely, if it is seen as requiring a more specialised set of attributes.
- How tutors are recruited, trained, and developed.
- The processes, and content, of tutor performance review.
- The different models applied by forces and the implications of particular models.
- The ways in which tutoring processes can be used to drive improvements in officer retention, particularly in respect of developing a more diverse workforce.

Methodology

Semi-structured interviews (n= 22) were undertaken with strategic leads, tutors, assessors and Inspectors (with deployment responsibilities). Focus groups (n= 4) were also undertaken. In all, five forces engaged in this research. These forces were chosen due to answers that they had provided in the Phase 1 data request to the Learning and Development (L&D) leads at all 43 Home Office forces. A mixture of forces was selected that claimed to operate an On shift model (1), a Hybrid model (2) and a PDU where tutoring happens 'in house '(2). Further selection criteria were used to identify a mixture of forces in metropolitan and rural areas, forces at different stages of the adoption of the PEQF, and forces with different approaches to recruiting and incentivising tutors, and with different reported levels of tutor satisfaction. The data from the interviews was subjected to thematic analysis using NVIVO software to identify key themes.

The analysis generated a number of themes pertaining to tutoring and assessment in policing. These themes are not mutually exclusive and together provide an in-depth narrative of the issues affecting tutoring in policing. The qualitative methodology used to generate the data does not allow for identification of majority and minority opinions. However, the report reflects the balance of (anonymised) opinions voiced and, where appropriate, divergences of opinion are   highlighted.

Models of Tutoring Delivery

We believe that the tutoring practices operating within police forces throughout England and Wales do not always map clearly to the models identified by the College of Policing (2020). For example, the first phase of this research (Cockcroft et al. 2022) reported that 30% of police forces reported using a hybrid model. When engaging with police forces around the present stage of research, however, we found that some police forces were unsure of the model that they utilised, whilst others suggested that they had changed their opinion of which model they used. The net result of this is that we believe a larger number of forces may be running Hybrid models than identified within the first phase of the research. The large number of forces identifying with the Hybrid model, the large degree of variation which occurs under the Hybrid model and the potential confusion of identifying which model best reflects an organisation's practice means that a taxonomy consisting of three models does not appear wholly adequate. Instead, the authors suggest that adopting a principle-based approach to tutoring practices might be more helpful in aiding understanding. It may, therefore, be more useful to understand how individual forces balance the relationship between a team with an L & D function (e.g. a PDU) and the locations where students are placed (usually a Response Team or Safer Neighbourhood Team) and the manner in which the L & D function supports the process.

Recommendations

The next section of the report has synthesised the findings from the research interviews and focus groups to provide a set of recommendations for forces to consider in respect of tutoring practices. Each recommendation will be grounded in a summary of the research evidence.

	Recommendation
	Theme 1-Structure and Status of Tutoring
1	Ensure that tutoring is structured and delivered in a sustainable and supported manner
2	Ensure that the tutorship period is long enough to serve its purpose effectively, and to allow for student mitigation and sustainable staffing
3	Ensure that tutoring is strategically positioned within police forces to provide a platform for sustainable, effective, meaningful and professionalising tutoring practices
	Theme 2 – Classroom, Practice-based and Reflective Learning
4	Ensure that tutors and their tutees have protected time to allow for reflection on learning
5	Ensure that tutees undertake placements on different types of team
6	Ensure that tutees have non-deployable periods where they do not contribute to baseline staffing numbers
7	Ensure that development of core skills and competencies is kept under regular review to guarantee that both classroom and work-based learning are co-ordinated, integrated and consistent
8	Ensure that tutoring delivery is based on learner development considerations as well those pertaining to resourcing and capacity
9	Ensure that tutoring arrangements balance the provision of a realistic introduction to policework with the need for some work-based learning elements to be delivered in a controlled and supportive context
10	Ensure that active learning is a central principle of tutoring arrangements
	Theme 3 – The Tutor Role
11	Ensure that tutoring practices are consistent with, and reinforcing of, current guidelines on best practice

12	Ensure that tutor and assessor role profiles reflect the value and status of tutoring and are consistently used
13	Ensure that tutors receive sufficient support in their role to negate the need for additional financial incentives
14	Ensure that no officer is ever made to tutor if they do not wish to or are not qualified to do so
	Theme 4 – Monitoring and Support
15	Ensure that adequate support is given to tutees throughout the period of tutorship, but especially as recruits develop from Independent Patrol Status to Full Occupational Competency
16	Ensure that PDU staff/assessors are available to provide support to tutors and tutees
17	Ensure that relationships with higher education partners are close, collaborative, and frequently discussed and reviewed
18	Ensure that assessors are qualified in, or working towards, an appropriate external qualification in assessment
19	Ensure that appropriate Regulation 13 procedures are used with tutees who (in the absence of mitigation) are not meeting required performance standards
20	Ensure that the tutoring element of officers' performance is appraised

Theme 1-Structure and Status of Tutoring

1. Ensure that tutoring is structured and delivered in a sustainable and supported manner

> "It's just been one student after another, and then it's gone from one to two at a time, and it's just been chaos" [Tutor]
>
> "It's incredibly tiring, having to teach someone whilst also deal with life and death situations. And I'm not saying that flippantly, it does happen on a regular basis. There's a huge amount of stress involved with worrying about that person's safety, worrying about my own, worrying about whoever I'm going to deal with. And there's always that risk over my head that, if something was to go wrong" [Tutor]

The research suggests that there is substantial scope for burnout under the arrangements that currently exist in tutoring practices within many forces. These pressures may have been exacerbated by the changes introduced by the PEQF and the Uplift Programme.

One of the key sources of these challenges, according to the evidence, is the delivery of tutoring through placements on response units where tutors experience a combination of a full workload, reactive working and having to take responsibility for a student. Apart from burnout, these issues also lead, in many cases, to tutor retention issues. Whilst tutoring is a vital component of a professional police force, there exist disincentives for tutors who seek to either fail students or extend students' period of tutorship given the stress and workload impact on tutors and assessors. Current practices appear to be unaligned with the need to recognise tutor wellbeing.

A number of strategies for alleviating some of these issues may be considered. For example, forces have considered extending the period of tutorship, reducing back-to back tutoring (for example, having tutors sit out every third cohort), offering more than one practice placement and giving tutors time off between tutees.

We recommend that there is a clear need for greater recognition of the purpose and value of tutorship and, similarly, the need to allow tutors and recruits, where possible, to undertake tutoring at a pace dictated by learning needs rather than operational demands.

2. Ensure that the tutorship period is long enough to serve its purpose effectively, and to allow for student mitigation and sustainable staffing

> "my staff deal with six prisoners and produce six files and you're going to say that they can't all be simple files, which I get. There's got to be a sort of grading system. But should we say that if your file knowledge is poor, then a simple file is going to take you, shall we say, a whole day to do? So, a complicated file is going to take you four or five days and you've only got ten weeks and you're doing six of them. That kills us" [Tutor]

Practices in respect to the length of tutorship vary. For the forces involved in Phase 2 of the research the period of tutorship varied between 10 and 15 weeks. Some had a basic 10 week period with the option of a 2 week extension (with an Inspector's authority). With a Chief Inspector's authority, a further 10 week's extension is possible, in some forces, if a student is experiencing challenges completing their tutorship, but where application of Regulation 13 procedures is not appropriate.

According to one respondent, an average of three recruits per cohort are held back and this can be for a number of reasons, including learning challenges, domestic issues or unrealistic expectations of work and professional development. Usually, these interruptions to a recruit's journey to Independent Patrol Status (IPS) are accompanied by an action or development plan.

Such interruptions place further burden upon tutors due to the inflexibility of processes in some forces. For example, tutoring processes do not appear to have capacity to resource these additional demands, an issue compounded in some cases by relatively short periods of tutorship.

We recommend that forces review the length of tutorship arrangements, the flexibility of such arrangements in being able to accommodate meaningful and realistic mitigation arrangements and the need for a realistic base rate of mitigation to be assumed when resourcing these arrangements. We believe that many forces may benefit from extending the period beyond 10 weeks and ideally to 15 weeks.

3. Ensure that tutoring is strategically positioned within police forces to provide a platform for sustainable, effective, meaningful and professionalising tutoring practices

> "I said to him, why do you not want to tutor now? And he said, because we're not valued. Nobody listens to us. If we're saying this student is not good enough, we're told by our supervisors, don't care, sign him off. Just get him done" [Strategic Lead]
>
> "Organisationally, I don't think we invest enough in the tutors, and I don't think we tell them how much value they add to the organisation. And I like to do that because I do value them" [Assessor]
>
> "I think if there's anything that I would want to get out of this conversation, it would be that we have to get across, have to get across the transition between what tutoring was and what tutoring now is. And the fundamentals of that and the support that's required to achieve that. That is the biggest thing for me" [Tutor]
>
> "..we talked about retention, mental health people, the pressure that's on not just the student but the tutor as well, as a department. All those things… It will break. It will break after five years if nothing's done. That is for sure" [Tutor]

The data here demonstrates that tutoring systems continue to be defined by their fragility, driven in part by a lack of strategic direction and resourcing. Now, under the dual pressures of PEQF and Uplift, there is a situation where tutoring is not properly resourced to meet the demands of the task. Interviews and focus groups picked up concerns regarding the ongoing sustainability of tutoring around a broad set of areas, encompassing resources, the tension between organisational needs and student development, changes to the demographic profile of recruits and the potential for burnout or unmanageable stress amongst tutors.

We recommend that tutoring needs to become a central and valued pillar of professionalisation initiatives in policing if the opportunities of the PEQF, in respect of its aim to increase application of knowledge to professional practice, are to be effectively realised.

Theme 2 – Classroom, Practice-based and Reflective Learning

4. Ensure that tutors and their tutees have protected time to allow for reflection on learning

> "...sometimes that does need to happen [reflective time] but sometimes they'll get the downtime to debrief jobs that they've been to and the important learning of why we did what we did and the reasons behind why we've made that arrest and things like that" [Focus Group]
>
> "it's more beneficial for the student if we're allowed the time to give that development to the student" [Tutor]
>
> "when I was a student I had a bit of protected time in that I could take as long as I wanted to deal with a handover or a specific job and we could debrief it" [Tutor]

For the tutoring process to meaningfully support tutees to actively apply knowledge to practice, there is a requirement for officers to have protected learning and reflection time both as an individual and with a tutor. The ability to protect tutee learning time represented a considerable challenge in some forces, particularly those using an On shift delivery model. The research showed that a failure to ensure such learning time could lead to tutors merely instructing tutees what to write in their assessment evidence rather than facilitating active learning on the part of the tutee. Interestingly, it appeared that one of the forces where tutoring involved placement on an On shift team managed, despite the pressures of reactive policing, to provide time for debriefing and reflection.

We recommend that all forces support their tutorship processes by allowing tutors and tutees protected time to reflect on their performance, development and learning.

5. Ensure that tutees undertake placements on different types of team

> "the slower, easier pace that we have here on Neighbourhood…it gives us that time to spend debriefing jobs that we've been to and investigations" [Focus Group]
>
> "...on response I just feel like I'm run ragged, just pulled left, right, and center and I'm just dragging this poor fellow along with me" [Tutor]

At present, many forces' tutorship arrangements are centred on a placement on a response team. Whilst such arrangements might present an effective means of socalising new police officers into the occupational world of police work, they can be associated with challenges such as tutor and tutee burnout and difficulties in evidencing a balance of experience and skills acquisition.

In terms of tutor burnout, several officers suggested that dividing the tutorship between two or more placements (delivering different services) would reduce tutor burnout by lessening the exposure of tutors to one particular tutee. This is important, according to our research, where tutors find a particular tutee challenging to work with. Similarly, one respondent noted the success of one set of arrangements where placements had been split between a Safer Neighbourhood Team and a Response Team. The less intense activity levels associated with the former would provide tutors with greater opportunity to access support if required.

In respect of providing a balance of experience and skills acquisition, some concern was raised that only using response work experience as the platform for a career in policing was limiting. Tutorship that is divided between different forms of policing team would both provide officers with a greater variety of policing experience and allow them to evidence a wider variety of work-based knowledge, skills and experience. Furthermore, one respondent noted that their experience of an initial placement in a Safer Neighbourhood Team allowed new officers to complete around 15% of their portfolio in a less pressured environment. Such an approach might also alleviate the concerns raised by one respondent that response policing tended to limit tutees' exposure to a variety of communities.

We recommend that forces consider the need for more than one placement. If the transitions are managed well between placements, this approach may facilitate a more balanced socialisation into the profession, exposure to different elements of police work, opportunity to evidence a wider variety of competency and, simultaneously, partially mitigate against some tutor stress and burnout.

6. Ensure that tutees have non-deployable periods where they do not contribute to baseline staffing numbers

> "We will find that we were constantly battling with supervisors out in the operational world, by saying you can't have our student, or our tutoring student because it's not beneficial to them. Or we need this but we've got a week left of tutorship and we need these very specific things, so we can't go and do the things you want" [Tutor]
>
> "But I've seen different experiences of tutoring where some tutors and the students have very much been left to pick the jobs that need to do to develop the student and bring them on. Whereas other groups and shifts kind of teach or treat the tutors as just another double crewed car and they'll just go out to every job that comes in" [Focus Group]

As in 4. (above), which advocates for the need for 'space' to be provided to facilitate active learning, a substantial amount of the data addressed the benefits of ensuring that tutees were deployed in ways that reflected their status as officers who had yet to achieve FOC.

The data suggested that, in many cases, tutees on response units are deployed in the same way that their more experienced colleagues are. Apart from the challenges raised previously around the way that this impacts on active learning, and the need for a balancing of experiences, concerns were also raised which suggested that tutees would benefit from periods of non-routine deployment to allow for the choosing of jobs which would allow them to evidence their meeting of particular competencies. At present, it would appear that tutees tutored On Response or in Hybrid settings largely tend to be deployed as regular officers with an expectation that, over time, officers would, through chance, happen to meet the listed core requirements for competency. This appears challenging given both the often short period that tutorship lasts for and the limited scope for meeting some competencies offered by response work. This, in turn, can impact assessment processes.

A related point is that a tutor and their tutee, in some forces, are routinely deployed as double crews. Respondents noted that this can be problematic where there is no opportunity for a tutor/tutee to decline a response call, even where the lack of experience of the tutee might present a danger to the tutor, the tutee and/or members of the public. Whilst tensions between operational and developmental pressures were often hard to reconcile, some response team sergeants managed to satisfactory balance these. For example, evidence suggested that this can be resolved by using specific call signs for tutor/recruit crews (e.g "Tango Sierra" [tutor +

student] call signs), where the control room understands that there are restrictions to the crew's deployment. Furthermore, one respondent noted how, in their force, between weeks one and five of tutorship the tutor and recruit would respond to any calls but that from week five onwards they would have to be more selective. It appears that the individual approach of response team sergeants was a key determining factor in engaging positively with these challenges.

We recommend that, where tutees undertake placements on response teams, the tutor/tutee pairing is accorded a status which, under normal conditions, would allow for some decisions to be made by the tutor around which jobs to attend. The basis for such decisions should centre on either the tutee's development needs or the potential risks associated with attending a particular call out.

7. Ensure that development of core skills and competencies is kept under regular review to guarantee that both classroom and work-based learning are co-ordinated, integrated and consistent

"But each file is different and what's required to go in those files is very different...You can have statements within that, so you could have five or six statements from different witnesses. A summary needs to go on there. You need to write a report to CPS, plus check sheets. Evidence needs to go in there. Your photos need to go in there. The history of the offender, the history of the witnesses. It's a massive minefield. But, essentially, that, in training, isn't trained very well, for want of a better way of putting it. It'd be the difference between a conviction and not a conviction. Or it could be the difference between somebody being remanded, for example, because they're a high risk offender towards somebody for domestic abuse...And the training is terrible, if I'm honest. The training they receive for files is awful" [Tutor]

"So that's one thing. To make sure that they've got the skills that we're asking them to have as well. Because it's all well, us saying well, there's no consistency in terms of statements or file build out there. Our ... department is saying well, why are these files coming through, from officers being tutored, so rubbish? Well, partly because they don't actually know what they're doing, sometimes. And they haven't had the latest inputs from our file team in terms of what progressed. That's a constantly changing world as well. So constantly upscaling and updating their knowledge. Because often, you'll find people come through training school. If they've had the latest version...and someone who left two years ago hasn't. So there's a discrepancy there. And clearly, the person who's left two years ago thinks well, this works. I know what I'm doing" [Strategic Lead]

The research identified evidence of a perceived gap between training and tutoring and the possibility of certain key skills not being addressed in an effective fashion. In particular, file building was seen as a very complex skill that students need to learn about prior to coming onto shift. Furthermore, more needs to be done to ensure there is consistency of instruction, in areas such as file building and statement taking between the classroom and the workplace. Some forces, as a result of such challenges, are now running workshops on file building to ensure best practice is recognised and integrated in placement based tutoring practices.

We recommend that forces seek identify any areas where there is a perceived inconsistency between best or recommended practice and actual practices. Where such areas are identified, we recommend forces prioritise initiatives to ensure that placement teams and PDU work closely to address such gaps.

8. Ensure that tutoring delivery is based on learner development considerations as well those pertaining to resourcing and capacity

"So if you're a manager and I say to you, it's pain for ten weeks, but I will give you four good recruits who will go straight out and do the business, but you have to take pain for ten weeks, you have a choice. What you decide to do is, I'll have you now and I'll have you in ten weeks, and they don't work. I can't do it. We genuinely can't do it" [Tutor]

"I think conversely we need to still get some of our supervision perhaps on board with the whole process and understanding that it's not just a ... that we need, these students really need to benefit from this experience as much as possible. And one of the key things, again, which is for us to do over the next six to nine months, as we get to the stage where consider what our next model's going to be, is actually to get our senior management to understand some of the variables. Because I don't think they do, really. Certainly, the [FORCE ANONYMISED] management, they don't really understand when they're arguing for X, Y and Z. They don't understand what the implications of X, Y and Z are. But that's probably an ongoing saga that's happening in all sorts of different areas, specialist areas, trying to get people to understand it. But that's another thing that I think does need to happen, is for people to fully understand what the variables are and the implications of certain choices" [Strategic Lead]

The Strategic Review of Policing (Police Foundation, 2022, p. 114) called for, "an investment in learning and development that should be shaped around the development needs of police officers and staff rather than simply meeting the short-term needs of police forces". The data from this project reinforces these concerns and suggests that the challenges facing tutoring are, in many respects, driven by a perceived tension between the learning requirements of the

individual and the resource requirements of the organisation. This, we believe, has led to compromises that disadvantage both sides. For example, some forces changed from PDU delivery to accommodate the greater recruit numbers that came about as a result of Uplift, rather than because of any pedagogic reasoning or dissatisfaction with the PDU approach. Similarly, one respondent suggested that the move from a PDU to a Hybrid model came about after the proposed shift to an On shift model became untenable due to resourcing issues. Such changes between models were perceived by some as leading to a decrease in the quality of tutoring. Furthermore, the length of the tutorship period appears, in many cases, to have been determined by practical considerations rather than the learning needs of tutees.

We recommend that tutoring needs to be conceived, strategically and operationally, as a crucial area of the officer development journey and its delivery planned, delivered and supported accordingly.

9. Ensure that tutoring arrangements balance the provision of a realistic introduction to policework with the need for some work-based learning elements to be delivered in a controlled and supportive context

"So, what the benefits of this tutoring model, and there are obviously dis-benefits, but the main benefits would be, you get to slow down their tuition to what they need. And by that, you can give them more exposure to vast areas of policing. So, it can be more concentrated. It's a safer environment for them to learn and make mistakes" [Strategic Lead]

"Working on shift, obviously you didn't have the ability to just step back if, say, your student required some extra time, if you like, to do a file or perhaps there was something they struggled with. You didn't really have that ability to say, hang on, we'll stop and do something else, because you were always under the spotlight of the radio. Because you were part of the numbers of the shift" [Tutor]

"I think since the switch that we've had from the PDU into the new hybrid model where some have tutored in the PDU, some on shift, the majority are on shift. I would say that officers are maybe more prepared as far as they've settled in on a shift. They're used to all their shift mates, they're used to maybe the pace that the Response shift work at. However, they've not had that maybe steady progression" [Focus Group]

"I can see the benefit from both sides. Operationally you were learning out on areas so you had live operation experience. You joined lots of people. You weren't just with your tutor. But also recognise now that with the commitment of the university degrees, the increase in the paperwork that's required to do prisoner processes were more than quadrupled and the difficulty and disclosure and all the impact being put, for me it's better to have a tutor unit so that you can, not hermetically seal them, but you can insulate them" [Inspector]

To date, delivery of tutoring arrangements has been conceptualised as aligning to one of three models; PDU, On shift and Hybrid. Whilst we believe that there are some advantages to this approach, we believe that the sheer diversity of tutoring arrangements might be more meaningfully understood by conceptualising them as occupying a spectrum between PDU-driven and Placement-driven. This would, we believe, allow for a more nuanced understanding of the different balances between centralised L & D units and policing teams in terms of the balance of responsibility for tutoring practices. We believe that both ends of the spectrum provide valuable opportunities for development. PDUs allow, for example, a proactive, supportive and controlled approach to evidencing core competencies, whilst Placement-driven approaches provide an excellent means of socialising early career officers into the realities of policing as a profession.

We recommend that tutoring, to be effective, needs to provide a blended approach drawing on PDU-driven elements and Placement-driven elements.

10. Ensure that active learning is a central principle of tutoring arrangements

“Whereas now, I'm able to sit them down and go, you write it up. Don't save anything, I want to have a look at it. And they get to have a go at doing it. So, their learning is much better. They get to learn at their own speed, they get to have a proper go at doing things, and then they get genuine feedback on the work that they've provided as well. So, from a written perspective, if they're writing up OEL entries and so on and so forth they get to have a go at it and first time around generally it may not be the best. But we get to sit down and go through that and work out what was good and what needs improving. And then you're always looking then for that progression all the time” [Focus Group]

“But then the things that can be done out on response like arresting people, managing a workload because you're going to have to manage your workload on response at pace. Dealing with conflict. Those things are more achievable on response because by the very nature of the work, you're going to come into conflict more often, you're going to have to lock people up more often. We used to go looking for it in the PDU, it's not a problem but just by proxy, you're going to come across it by the very nature of your job. So, I think you could even hybridise that a little bit more. I don't know whether it would work or not but it just gives the things that need a little bit more learning time and things that need some proper done on it. Like we can sit back and rewatch interviews that you've done and so on and so forth. Proper interviews, live interviews” [Focus Group]

“They constantly just bang between the same type of jobs, the same domestic related jobs or burglary. There's no actual detail of what the student needs to get a better officer” [Strategic Lead]

The research found evidence that, in some cases, the effectiveness of tutoring as a developmental process was largely undermined by lack of space for reflection and learning. For example, one respondent noted that, due to challenges of time, some officers completed their tutees' work for them.

We recommend that tutoring processes are structured and delivered in ways that support active learning on the part of the tutee.

Theme 3 – The Tutor Role

11. Ensure that tutoring practices are consistent with, and reinforcing of, current guidelines on best practice

> "But you need to know what you can and can't not do, if that makes sense. Whereas some of the officers, I don't think they've got the balance right. And some of it is oh, ignore that. And certainly, if you had some who probably haven't fully embraced and enjoyed the PEQF process, who come out the other side, they're a little bit jaundiced against the whole process anyway" [Strategic Lead]

On shift models may experience challenges in ensuring that Tutors submit, in a timely fashion, sufficient and appropriate evidence to support student statements. There exists a perception that On shift Tutors might be less attuned than PDU colleagues to the evidential requirements of the curriculum, particularly with the shift to PEQF.

We recommend that much of the focus of tutor training should be to ensure a) that best practice in tutoring (including providing feedback and confirming competences) is reinforced by tutoring practices, b) that tutors understand and are given detailed training and frequent refreshers what constitutes appropriate evidence in respect of meeting competencies, and c) that tutors understand the need for efficient, and timely, evidence recording practices.

12. Ensure that tutor and assessor role profiles reflect the value and status of tutoring and are consistently used

> "I suppose for me, having the role definition is good, is a healthy start. It differentiates that tutoring and assessing, because that for me is the key point we're trying to make, it should define the training responsibilities along with CPD, and a bit like some of the other skills, that professional licence that I'm quite keen to make sure is tapped into for tutors. Because our risk at the moment is that tutoring is way down on the list of Gucci types of skills. When I'm faced with, oh, do you want to be a tutor or do you want to be a taser-carrying officer, they will all jump into the taser option rather than the tutor option. The attraction and retention of tutors is a constant pain" [Strategic Lead]

One of the key findings of this project has been that, despite the critical part played by tutors in the professionalisation agenda of the police, the role often appears to be fundamentally undervalued. Whilst some forces have made substantial steps towards elevating the role of tutor, many have not.

We recommend that tutor and assessor roles are developed which articulate these roles as specialised, and valued, areas of police work and which are underwritten with institutional support regarding training and development.

13. Ensure that tutors receive sufficient support in their role to negate the need for additional financial incentives

> "They don't want to be tutors because it's a big responsibility. You're driving around with an inexperienced police officer, so it is a lot of responsibility. You know if you go to that fight, you don't know what your student is going to do. So, I completely understand, and I think to get the tutors on board, I think that they should be given an incentive. It's a hard role" [Assessor]
>
> "I think there needs to be more benefits to start with to attract the right people. What you don't want is to say here's a grand, or here's £500 per student because you'll get the wrong people wanting to do it just for the money. There needs to be some benefit to doing it. What that is, whether it's progression or whatever. There's got to be something about it. They need to focus on who they pick as tutors, making sure that they're not just people out of their two years. People who are a bit more experienced" [Tutor]
>
> "the other issue with that was we did not want the tutors to come forward and be wrong type of tutor who'd be doing it for the wrong reasons rather than because they wanted to take part in actually making a difference" [Focus Group]
>
> "For me, the incentive would be a bit of office time at work because that's the one thing on response we can't, we don't get it. We don't get any time. Especially in our district, we're so busy we don't get the time to just sit down and debrief with our students sometimes" [Tutor]

The research highlighted substantial variation in the use of incentives. As detailed in the first phase report (Cockcroft, et al, 2022), two key issues exist here. First, the use of financial incentives does not seem to particularly work as a means of showing tutors that their contribution is valued. Second, there is some evidence to suggest that training is sometimes, and inappropriately in our opinion, presented as an incentive rather than as a necessary and integral means of supporting the tutor role.

We recommend that police forces should move towards a system of tutoring where financial incentives are removed. Instead, we propose that they reconfigure tutor roles to be underpinned by support, quality training and CPD and the time and space to undertake this important role effectively.

14. Ensure that no officer is ever made to tutor if they do not wish to or are not qualified to do so

> "I also feel that although I like tutoring and I want to be a tutor, I do think that tutoring has been forced on people at the minute that don't want to do it at all. And I think ultimately all that does is that punishes the student because there are some tutors on group that just they absolutely don't want to. They'll do anything else but tutor. And they make that well known to the student which is negative" [Tutor]

We refer you to the findings of Phase 1: Building the Evidence Base for the Tutoring of Police Recruits (Cockcroft et al., 2022) and recommend that no tutor be made to tutor against their will or if they are not a suitable officer for the role. The quality of tutoring relies upon the selection of appropriately skilled officers to tutor and in the status and value afforded to the tutor role.

Theme 4 – Monitoring and Support

15. Ensure that adequate support is given to tutees throughout the period of tutorship, but especially as recruits develop from Independent Patrol Status to Full Occupational Competency

> "…you'll sort of meet students right at the start of the process and they can't wait to get stuck in but as you'll see as time goes on, they really become strained because they're just trying to juggle so much. Like I mentioned, the impact of having low numbers on shift they're picking up workloads where they're investigating sometimes 40 crimes. Which in a response role is impossible" [Assessor]
>
> "I think there's a lack of support once they leave tutorship [immediately post IPS]. They're kind of chucked out to do their university work, and a lot of them are struggling, to be honest. All of my tutees are saying, they all come back and are like, what the hell? This is crazy. It's too much work. Because they're expected to be police officers and do a degree at the same time" [Tutor]

Assessment practices differ between the pre and post IPS phases (pre-and post the end of the first probationary year) and assessors usually become more involved in the post IPS phase. Second year student officers need to balance a response team workload, university work and the assessment requirements of this development phase. Reference was made to the profound difficulties experienced by some students with the workload, particular for those with caring responsibilities in their personal lives. This, in some cases, led to individuals leaving the service. These challenges can also lead to assessors undertaking substantial amounts of pastoral work during this period. At the same time, this period is characterised by a lessening of oversight by tutors due to the tutee having gained safe and legal status. This stage of the process is characterised as very stressful, as one which leads to frequent burnout of recruits, and where the retention of students is most difficult.

We recommend that forces review the means, and levels, of support they provide to tutees throughout their tutoring journey. Central to this process should be a recognition that the pressures which tutees face, and therefore their needs, may vary dependent on whether they are at pre-IPS or pre-FOC stages.

16. Ensure that PDU staff/assessors are available to provide support to tutors and tutees

> "So a normal day in the office is you turn up in the morning and you end up dealing with emails, the emails generally from student officers, and it's all about the pastoral care. There's a lot of time it's not just assessing. We provide a lot of welfare and wellbeing around the problems that they have in their personal lives and also relationships at work. So that's generally the first point of call for the day" [Assessor]
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> "When I've had issues with students, I've always been able to contact… The assessor for that student. ... So I think, from a personal experience, I haven't had any issues, and I feel like I've been pretty well supported on my decisions what I've made. And I haven't been criticised, and they've looked after me, and done what they needed to do with me to then address a student's issues" [Tutor]
>
> "And I think that's something that we need to work on, and that's something that I've got in the back of my mind, when we've got some more staff on the team, to try and work out a duty rota, where we just go and do pastoral care for a week" [Assessor]

Assessors were viewed as a valuable means of support for both tutors and tutees. In respect of the former, assessors are ideally placed to ensure that tutors are aware of best practice, current force guidance and assessment standards. For example, one assessor noted the positive impact of introducing tutors to the evidence matrix (the list of competencies to be evidenced for FOC) during tutor training.

With regard to tutees, there is substantial scope for assessors to offer support to them especially where challenges to progression through tutorship have been identified. Some forces already are formalising assessor support for tutees through, for example, open door policies and specific workshop events on areas where practice sometimes deviates from expected standards. Whilst research literature from other sectors identifies potential challenges over workplace assessors combining both assessment and pastoral roles, assessors in our sample saw no potential issues in this regard and considered it positively. Similarly, some participants advocated greater assessor exposure to students through paired patrolling which gives students time on patrol with someone with a substantive professional development remit.

We recommend that forces consider how best to ensure that the expertise of PDU staff/assessors is integrated throughout tutoring arrangements to ensure that tutoring practices are consistent not only with best practice, but also in regard of employing the most effective working practices for evidencing required competencies at IPS and FOC stages.

17. Ensure that relationships with higher education partners are close and collaborative, and frequently discussed and reviewed

> "…it goes back to a real lack of communication between us. We didn't really have any idea at all and that was part of the problem. Students would come to us stressed and struggling with the uni work and looking to us for support and to discuss these things. And we were just blank, we didn't have a clue what they were talking about most of the time. We didn't know what work they had to do, when it needed to be submitted, nothing" [Assessor]
>
> "And that's something that's developed, really. Because I'm not sure where they came from but to start with we were dealing with things very distinct. We were the police side of it, that was the university side and we didn't really need to know each other's business. They would just notify us if there was a failure and vice versa we would notify them if they weren't occupationally competent. But we found that that didn't work and we needed to work more closely" [Assessor]
>
> "but we have no input in academic criteria at all, and we are told to keep it that way. Because ultimately the university, apparently, they've gone the higher ground, and if the student fails academically, then our work, it doesn't really count for an awful lot, because the degree is what they need to achieve" [Tutor]

Respondents stated that Higher Education Institutions (HEIs) and police organisations had initially initiated distant relationships. For example, one force's relationship appeared to be restricted to a backwards and forward relationship where universities notified forces of assessment failures and forces informed universities of instances where occupational competence had not been met. Interviewees suggested that stronger relationships with HEIs would provide a solid platform for tutorship arrangements.

Undoubtedly, the move from Initial Police Learning and Development Programme (IPLDP) to PEQF had added complexity to the educational framework by necessitating a greater level of engagement with HEIs. One issue, especially on response teams, was a lack of understanding both of the university curriculum and assessment dates amongst tutors. Reference was also made to the need for good working relationships between the various stakeholders in the tutoring process, to ensure effective quality assurance.

Some respondents noted, however, the positive use of tri-partite meetings which gave forces and HEIs opportunities to review student progress. Similarly, one force, in response to challenges of co-ordination, reported that they had started working more closely and productively with the HEI by appointing a Student Learning Mentor to meet with the HEI's Apprentice Support Officer on a weekly basis.

We recommend that strong and effective relationships between HEIs and police forces should be a priority. In particular, we believe that such arrangements would allow tutees to be supported more effectively, not least through encouraging greater understanding of the PEQF requirements, and demands, as they impact the tutee on placement.

18. Ensure that assessors are qualified in, or working towards, an appropriate external qualification in assessment

> "So I had an initial two day course with a quality assurance officer running through the basics of assessment, really. Sort of looking back really that didn't set us up at all for what we were expected to deal with because I'd done this two day course, next thing I know I'm allocated a group of students and I'm literally just thrown out there and I've got to get on with it. I've just done my TAQA course...And I have to say, it was really, really good from an assessor point of view because it helped me polish some skills that I already had that I didn't know that I was good at, and it made me work on stuff that I knew I wasn't good at. So that was a really good course. And it's helped me go into assessing and utilise quality assurance, so making sure that I'm doing my job properly, because I think I got a bit blasé in terms of assessing because it's so repetitive. So I suppose what that gave me as an individual was the confidence to challenge some of the assessment processes I was utilising that I thought were valid and I thought were authentic" [Assessor]

One assessor described feeling that the force basic training was insufficient for the role, and that it did not adequately prepare them for what they were faced with. Another stated that external qualifications gave them the confidence to challenge some practices which they did not consider authentic. Furthermore, they suggested that such qualifications are crucial as, in addition to giving confidence to assessors, they also imbued them with authenticity and credibility. When assessors did refer to their training, they tended to differentiate between the formal assessor training provided by the force and the TAQA (Training, Assessment and Quality Assurance Level 3) qualification.

We recommend that all assessors should hold, or be working toward towards, an external assessment qualification such as TAQA (or equivalent).

19. Ensure that appropriate Regulation 13 procedures are used with tutees who (in the absence of mitigation) are not meeting required performance standards

> "I'm not talking about a small issue that can be rectified, I'm talking about personality traits that this person is not safe to be out with because of whatever reason. And I don't think we're very good at addressing it when those concerns are identified" [Tutor]
>
> "I think in the past some students were signed off that probably shouldn't have been. But we've hopefully given them the confidence now that if they're not happy, don't sign them off because you're just going to set them up to fail" [Focus Group]
>
> "there are officers on our team who have raised big concerns about officers, about their competency, about their conflict management and things like that. And despite documenting it and numerous times having raised concerns it hasn't been addressed and that officer's gone on to pass through and just coasts along with these issues. And I think it's partly a culture of we don't want people to fail, which is right, we shouldn't want people to fail. But equally, it's a unique job that not everyone in the public can do it" [Tutor]

Several respondents suggested that PEQF had substantially raised standards since IPLDP and, as a result, had placed greater pressure upon tutors. This was perceived as a necessary response to the alternative of accepting poor practice. There continue to be negative perceptions, however, about the possibility of poor students passing the period of tutorship. These, in turn, feed into concerns about the assessment system, and police forces themselves, suffering reputational damage.

Some respondents perceived an increasing use of Regulation 13 procedures to remove underperforming tutees as a positive development. However, whilst some forces have substantially increased the rate of Regulation 13 removals, due to a greater confidence in articulating their expected levels of professionalism under PEQF, some concerns remain.

For example, tutors reported working hard to ensure that struggling students successfully complete their tutorship. However, some did so in full awareness that their tutoring efforts might merely serve to apply the label of fully occupationally competent to, in the words of one respondent, an "all-round poor performer". Similarly, tutors, on occasion, felt prey to competing pressures. Whilst wishing to uphold high standards of professionalism, they sometimes felt direct pressure, from above, to pass poor recruits whilst aware that failing, extending or re-coursing recruits did create more work for themselves.

We recommend that serious consideration is given, within forces, to objective criteria under which a threshold for application of Regulation 13 powers might be identified. Furthermore, we believe that it is wholly inappropriate for considerations of operational capacity to be used to exert pressure to sign off tutees who are failing to perform at a satisfactory level.

20. Ensure that the tutoring element of officers' performance is appraised

> "I'll be honest, I don't think I really have any formal assessment as such. Yes, it's mentioned on my PDR, but that's more just in me covering that I've… I have tutored throughout the year, and more the benefit it is for me in my role, as such. But I don't think, or I'm not aware, of being formally assessed or even casually assessed, I suppose, as to how I'm getting on" [Tutor]
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> "We get a yearly PDR and then the way that we get... I say standardised now as well. One of the other ways is that the sergeant once a year will see us give feedback to a student that we're assessing and they will make a judgement based on making sure that we're basically happy and we're doing everything correctly and we're okay with that. And that is kind of the new quality assurance process that's been brought in with the new assessment" [Focus Group]
>
> "It is brought up but usually each PDR is a different supervisor because someone's moved on. So it does get brought up and it is valued, I'd say, as a role. But not because they value the role, it's because they don't have many tutors and they need to keep you on board. Because they're obviously getting right you're getting a new student who are you going to put them with. So you are valued quite highly because of that but not for the right reasons, they just need to keep the tutors, I think" [Tutor]

The research found that many forces' arrangements around were quite informal in regard of tutor recruitment and that this could lead to similarly informal arrangements around the line management of officers' tutoring performance. In particular, it appeared that line management practices (such as Performance Development Reviews - PDRs) could often fail to address officer performance in respect of their tutoring role. Whilst PDRs might, for example, touch upon tutoring as a stage in the development of an officer, the lack of tutoring capacity might tend to work against critical appraisals of tutoring performance. Similarly, challenges around providing CPD to tutors might also work against meaningful discussions around performance.

We recommend that tutoring arrangements involve clear line management responsibility for the performance of tutoring responsibilities. This will require consideration of CPD and other support for those in tutoring roles where development needs are identified.

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