

REQUEST FOR DMPC DECISION – PCD 339

Title: Training and Education for PC Recruits under Police Education Qualifications Framework (PEQF) Outline Business Case

Executive Summary:

By 2020 the Metropolitan Police Service (MPS), in line with all UK police forces, needs to have changed the way it recruits and trains Police Constables (PCs). This change is mandated by the College of Policing via the Policing Education Qualifications Framework (PEQF), a standardised national framework designed by the College of Policing (CoP) that sets minimum education qualification levels by level of practice or rank.

PEQF requires that all PCs will either have on joining, or will work towards once joined, a degree qualification at Level 6. There will be three entry routes: Police Constable Degree Apprenticeship, Degree Holder Entry Programme, Pre-Join Degree in Professional Policing.

This Outline Business Case (OBC) evaluates the options available to the MPS for delivering the required standard of recruit education and development, recommends an option and requests initial investment into developing the Full Business Case.

Recommendation:

The DMPC is asked to:

- Provide approval for this project to proceed to Gate 3 (Investment Decision) and for the development of a Full Business Case (FBC) on the basis of recommended option (Option 2);
- Provide approval to proceed with the activities outlined in the Management Case, including solution design, market testing and procurement
- Provide approval for revenue spend of £975k ex VAT for external resource to support activities up to FBC, noting that this will be funded from existing budgets or 2017/18 underspend; and
- Of the total revenue required up to FBC, approval to commit circa £900k via a competitive tender process to bring in resource which will provide specialist Learning & Development market knowledge to support the design, procurement specification, procurement process and full business case development. These skills are not currently available internally to MPS, but will be developed as part of the combined project team.

Deputy Mayor for Policing And Crime

I confirm I have considered whether or not I have any personal or prejudicial interest in this matter and take the proposed decision in compliance with the Code of Conduct. Any such interests are recorded below.

The above request has my approval.

Signature *Spivey*

Date 06/03/18

PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE DMPC

Decision required – supporting report

1. Introduction and background

- 1.1. By 2020 the Metropolitan Police Service (MPS), in line with all UK police forces, needs to have changed the way it recruits and trains Police Constables (PCs). This change is mandated by the College of Policing via the Policing Education Qualifications Framework (PEQF), a standardised national framework designed by the College of Policing (CoP) that sets minimum education qualification levels by level of practice or rank.

2. Issues for consideration

- 2.1. Further factors driving change include;
- Policing is becoming more complex, calling for officers to have a broader set of capabilities. There is a need to enhance the quality of entry-level learning and development across the MPS to reflect this increasing complexity.
 - In April 2017 the UK government launched the Apprenticeship Levy (the Levy) which requires employers to pay 0.5% of payroll into a centrally held online account which can be accessed to fund apprenticeship training. Organisations have 24 months to use their Levy funds before they “expire” and are used to support national apprenticeship programmes. The proposals support the usage of apprenticeship levy funds.
- 2.2. The MPS is working with MOPAC, who are currently leading a national Home Office funded project, working with all forces to support the implementation of the PEQF. This project will provide the MPS with learning from other Forces and professions to enable effective implementation.

3. Financial Comments

- 3.1. The proposal requests initial investment, to be funded from existing budgets.
- 3.2. The costs associated with providing additional learning and development via new entry routes are still being scoped and estimated. Funding via Apprenticeship levy will offset this cost to some extent.

4. Legal Comments

- 4.1. The Mayor’s Office for Policing and Crime (MOPAC) is a contracting authority as defined in the Public Contracts Regulations 2015 (the Regulations). Public contracts for goods and services valued at £184,302 or above must be procured in accordance with MOPAC governance and the regulations. This report confirms the value of proposed contract exceeds this threshold and, accordingly, the regulations are engaged.

5. Equality Comments

- 5.1. Following consultation and advice from the Strategy, Diversity & Inclusion team, a number of possible impacts have been identified. This information is contained in the restricted section of the report.

6. Background/supporting papers

- 6.1. Report

Public access to information

Information in this form is subject to the Freedom of Information Act 2000 (FOIA) and other legislation. Part 1 of this form will be made available on the MOPAC website within 1 working day of approval. Any facts/advice/recommendations that should not be made automatically available on request should not be included in Part 1 but instead on the separate Part 2 form. Deferment is only applicable where release before that date would compromise the implementation of the decision being approved.

Part 1 Deferral:

Is the publication of Part 1 of this approval to be deferred? NO

Part 2 Confidentiality: Only the facts or advice considered as likely to be exempt from disclosure under the FOIA should be in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a **part 2** form – Yes

ORIGINATING OFFICER DECLARATION:

Head of Unit: The Head of Strategic Finance and Resource Management has reviewed the request and is satisfied it is correct and consistent with the MOPAC's plans and priorities.	✓
Legal Advice: There are no legal issues arising from this proposal.	✓
Financial Advice: The Chief Financial Officer has been consulted on this proposal.	✓
Equalities Advice: Equality and Diversity issues arising from this proposal are addressed in Part 2	✓

OFFICER APPROVAL**Chief Executive Officer**

I have been consulted about the proposal and confirm that financial, legal and equalities advice has been taken into account in the preparation of this report. I am satisfied that this is an appropriate request to be submitted to the Deputy Mayor for Policing and Crime.

Signature

R. Lawrence

Date

28/02/18

$$\begin{aligned}
 & \frac{1}{2} \sum_{i=1}^n \left(1 - \cos \theta_i \right) \\
 & \approx \frac{1}{2} \sum_{i=1}^n \left(1 - \cos \theta_i \right) \\
 & \approx \frac{1}{2} \sum_{i=1}^n \left(1 - \cos \theta_i \right)
 \end{aligned}$$



MOPAC

MAYOR OF LONDON
OFFICE FOR POLICING AND CRIME

Training & Education for PC Recruits under Police Education Qualifications Framework (PEQF)
Outline Business Case

MOPAC Investment Advisory Board [22/02/18]

Report by Clare Davies on behalf of the Deputy Commissioner

Part 1 – This section of the report will be published by MOPAC. It is classified as OFFICIAL – PUBLIC

EXECUTIVE SUMMARY

By 2020 the Metropolitan Police Service (MPS), in line with all UK police forces, needs to have changed the way it recruits and trains Police Constables (PCs). This change is mandated by the College of Policing via the Policing Education Qualifications Framework (PEQF), a standardised national framework designed by the College of Policing (CoP) that sets minimum education qualification levels by level of practice or rank.

PEQF requires that all PCs will either have on joining, or will work towards once joined, a degree qualification at Level 6. There will be three entry routes:

- Police Constable Degree Apprenticeship (PCDA) – for candidates without a degree qualification. Recruits will undertake a three-year apprenticeship that will provide them with an employer funded degree in professional policing.
- Degree Holder Entry Programme - this route is open to degree holders of any discipline, who would be appointed into the role of PC on probation until they complete a 2-year Post Graduate Diploma in Professional Policing. The Diploma will be employer funded.
- Pre-Join Degree in Professional Policing – Alternatively, candidates can opt to take a three-year degree in professional policing, prior to joining the MPS. This would be self-funded at a university of the learner's choice and the MPS would recruit candidates post qualification. On joining, recruits would complete a programme (curriculum not yet defined) to develop operational competence.

All three routes constitute a significant change to the current recruitment offers and to the level and type of education and training that PC recruits will require on joining. This Outline Business Case (OBC) evaluates the options available to the MPS for delivering the required standard of recruit education and development.

Scope

As noted previously, the focus of the OBC is on changes to PC entry routes and specifically on the options the MPS has for implementing related education and development. Beyond changes to PC entry routes, the CoP's goal is to extend changes to education and qualification requirements for promotion at most subsequent ranks. However, consultation is ongoing with this so ranks above PC are not addressed in this OBC.

Recommendations

The Deputy Mayor for Policing and Crime, via the Investment Advisory Board (IAB), is asked to:

- 1) Provide approval for this project to proceed to Gate 3 (Investment Decision) and for the development of a Full Business Case (FBC) on the basis of recommended option (Option 2);**
- 2) Provide approval to proceed with the activities outlined in the Management Case, including solution design, market testing and procurement;**
- 3) Provide approval for revenue spend of £975k ex VAT for external resource to support activities up to FBC, noting that this will be funded from existing budgets or 2017/18 underspend; and**
- 4) Of the total revenue required up to FBC, approval to commit circa £900k via a competitive tender process to bring in resource which will provide specialist Learning & Development market knowledge to support the design, procurement specification, procurement process and full business case development. These skills are not currently available internally to MPS, but will be developed as part of the combined project team.**

Time Sensitivity

A decision is required from the Deputy Mayor by 09/03/2018. This is because the College of Policing have mandated that from 2020 the new PEQF entry routes must be the only route used to introduce new Police Constables (PCs) and Police Constable Support Officers (PCSOs) into the Service. The 'Attract' campaign for the first cohort of PEQF recruits will commence in July 2018. In addition to this, from April 2017, MPS has contributed significant funds to the Apprenticeship Levy and, therefore, early implementation of the Degree Apprenticeship will enable greater utilisation of the Apprenticeship Levy available for use by MPS.

Non-confidential facts and advice to the Deputy Mayor for Policing and Crime

Introduction and background

- 1) The requirement to change is the result of a range of factors which mean that the MPS is being both pushed to change by external agencies and pulled to

change by its own future requirements. Implementing the new PC entry routes as proposed in the Outline Business Case (OBC) will help address each of these factors, as illustrated below;

2) Factors pushing the MPS to change are;

- Policing Education Qualifications Framework
 - As outlined previously, the PEQF mandates that three new degree level entry routes are implemented by 2020. The MPS does not have a choice over whether to implement these.
- Apprenticeship Levy
 - In April 2017 the UK government launched the Apprenticeship Levy (the Levy) which requires employers to pay 0.5% of payroll into a centrally held online account which can be accessed to fund apprenticeship training. Organisations have 24 months to use their Levy funds before they "expire" and are used to support national apprenticeship programmes.

3) Factors pulling the MPS to change;

- Increasing Complexity
 - Policing is becoming more complex, calling for officers to have a broader set of capabilities. There is a need to enhance the quality of entry-level learning and development across the MPS to reflect this increasing complexity.
- Need for Diversity
 - The MPS has made a commitment to look more like the communities it serves. Currently, 28% of new recruits are from a BME background and 31% female, compared to 43% and 50% of Londoners respectively. New entry pathways have been identified in the MPS's Diversity & Inclusion strategy as one of the ways of attracting a more diverse group of candidates.
- MPS People Strategy
 - The MPS aims to build a more flexible, inclusive and capable workforce. The MPS people strategy aims to create a MPS by 2020 where police officers need less supervision, it is easier to change careers, and leaders have greater flexibility, with pay and reward incentivising the right behaviours. Entry pathways are the first opportunity to train PCs in a way that achieves these objectives.
- Career Expectations
 - Expectations of new recruits are changing. More than ever they demand a developmental experience at work and continuous learning to accelerate progression. Results from the 2017 Employee Engagement Survey show that expectations are not

being met.

- Learning Transformation
 - A recent review of learning within the MPS suggested a major transformation was required to build the future capabilities of the workforce. Improving process automation, making the most of technology, improving academic rigour and addressing capacity issues were key drivers of the changes proposed. Successful delivery of the PEQF will provide a solid introductory foundation, to propagate an improved learning experience throughout the organisation.

Issues for consideration

The delivery model the MPS and MOPAC choose must:

- Meet the mandated launch date of January 2020
- Improve levels of capability to equip officers with the skills to deal with modern policing
- Not adversely affect the diversity of the MPS workforce
- Not incur significant additional cost compared to current training provision
- Satisfy the career expectations of new recruits and improve levels of engagement
- Be a catalyst for learning transformation by raising the bar on education provision

Contributes to the MOPAC Police & Crime Plan 2017-2021¹

- 1) Effective implementation of the new PEQF PC entry routes will contribute to delivering the MOPAC Police & Crime Plan by helping MPS become 'a better Police Service for London'.

Financial, Commercial and Procurement Comments

- 1) Revenue costs to progress the next phase of the project up to Full Business Case IAB submission is estimated to cost £0.975M excluding VAT.
- 2) This will be funded using existing budgets.
- 3) The costs associated with providing additional learning & development via the new entry routes are still being estimated. Funding via Apprenticeship Levy will offset this cost to a certain extent.

¹ [Police and crime plan: a safer city for all Londoners | London City Hall](#)

- 4) A proposal on pay levels is being put to the Police Remuneration Review Body (PRRB) at the end of January 2018. The MPS is unlikely to know the outcome before the OBC is presented to PIB in February, but should be available ahead of MOPAC review.

Legal Comments

- 1) No significant legal implications are estimated to arise from this report.

Equality Comments

- 1) Following consultation and advice from the Strategy, Diversity & Inclusion team a number of possible impacts have been identified. This information is contained in the restricted section of the report.

Privacy Comments

- 1) This information is contained in the restricted section of the report.

Real Estate Implications

- 1) Implementation of PEQF in the MPS is not expected to make changes to the MPS estate. The education and development demands of the new routes are more rigorous than previously, but that won't necessarily translate to additional classroom time or additional estate demands.

Environmental Implications

- 1) This does not contribute to delivering the Mayor's London Environment Strategy and nor is it expected to have an environmental impact.

Background/supporting papers

There are no background / supporting papers.

Part 2 – This section refers to the details of the Part 2 business case which is NOT SUITABLE for MOPAC Publication.

The Government Security Classification marking for Part 2 is:

OFFICIAL-SENSITIVE [COMMERCIAL]

Part 2 of Training & Education for PC Recruits under Police Education Qualifications Framework (PEQF) Outline Business Case is exempt from publication for the following reasons:

- The content is exempt under Article 2(2)(a) of the Elected Local Policing Bodies (Specified Information) Order 2011
- The relevant sections under the FOIA that would exempt this information from disclosure, for example: Data Protection Section 40, Commercial Interest Section 43 and Legal Professional Privilege Section 42

The confidentiality of Part 2 should be reviewed in February 2019.