

DMPC Decision – PCD 575**Title: Training & Education for PC Recruits under the Policing Education Qualifications Framework****Executive Summary:**

The Police Education Qualification Framework (PEQF) is a College of Policing (CoP) mandated change which requires the Metropolitan Police Service (MPS) to put in place new police officer recruitment and education pathways from 2020.

These proposals also provide the opportunity to invest further in both education and support for new recruits, helping new officers embed this education. Finally, the PEQF curriculum is better aligned to modern policing needs (than the current IPLDP curriculum) – for example, in relation to evidence-based policing, safeguarding and investigations.

The MPS are seeking to award a contract for delivery of the new officer learning programmes associated with the PEQF:

- Procured via the Yorkshire Purchasing Organisation Apprenticeship Framework;
- The duration of the contract covers implementation (1 year) and recruitment of Officer intakes for 5 years, with an additional 3 years to support learners through their 'learner journeys'. If a 2-year extension is chosen the estimated contract value is £216M;
- This will primarily be funded by a combination of existing MPS budgets and Apprenticeship levy funding.

Recommendation:

The Deputy Mayor for Policing and Crime is recommended to approve:

- £1.3m of additional revenue funding to fund implementation costs and establishment of new roles in FY 2019/20. (Total costs for FY 2019/20 are £6.3m, however £5.0m has been allocated through the budget process for 2019/20). The additional funding of £1.3M is to be managed within the scope of overall MPS budgets;
- The MPS Medium Term Financial Plan to be adjusted to accommodate £0.8m funding requirement in FY 2020/21 (total £1.3m funding requirement, less £0.5m already allocated). This will be funded from existing budgets and will be addressed via the budget review process during the summer of 2019;

- The funding requirement for the remainder of the lifetime of the contract (2021/22 – 2030/31) to be managed as a pressure against the Medium Term Financial Plan (Funding requirement after accounting for implementation and already approved budgets is estimated to be £17.2m in total). This adds £2.3m to the pressures for 2021/22, with minor fluctuations in later years as set out with the Full Business Case. This additional funding is expected to be managed within the scope of overall MPS budgets;
- The MPS to proceed to contract with the PEQF Partner on a nine – to eleven – year contract with an anticipated value of £216m. The duration of the contract covers implementation (1 year), and recruitment for up to seven years (a five year initial term plus a two year optional extension) and three years beyond this to support the last intake through the full learner journey (3 years); and

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

Sybilie Under

Date

24/5/19

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

1. Introduction and background

- 1.1. The College of Policing (the CoP) has designed a Policing Education Qualifications Framework (PEQF) to be adopted by all police services nationally that sets minimum education qualification levels by practice or rank. PEQF is an important step toward developing policing as a profession and supporting the professional development of Police Officers and Police Community Support Officers (PSCOs).
- 1.2. Implementation of PEQF will be phased by career level, with changes impacting officer entry routes first. From January 2020, all Constable recruits will be required either to have a degree on entry or work towards a degree-level qualification as part of their training. Recruits with a degree will work towards a two year Graduate Diploma and those without will work towards a three year nationally recognised Degree Apprenticeship.
- 1.3. The education and development requirements for recruits under PEQF represent a significant change for the MPS. There is a more rigorous curriculum, increased assessment and accreditation requirements, and a greater focus on applying learning in the operational environment. The MPS will need to move from classroom-based training, with inconsistent local support and assessment, to a modern approach of learning with robust assessment of operational competence leading to a degree-level qualification.
- 1.4. Specific benefits the MPS aims to achieve through this change include:
 - Increasing officer capability to address changing nature of crime;
 - Meeting the changes to officer entry pathways mandated under PEQF;
 - Increasing the attractiveness of a career with the MPS to prospective recruits; and
 - Increasing satisfaction of career development opportunities.

2. Issues for consideration

- 2.1. **Operational impact of increased protected learning time** - The additional rigour and quality of the education and development recruits will undertake as part of PEQF requires an increase in the 'protected learning time' they are given. The MPS will work with the Partner to manage and minimise the impact of this.
- 2.2. **Financial and operational impact** – the MPS estimate that PEQF will require additional cash investment to operate (as set out in this decision). It will also require the MPS to deploy around 257 (FTE) officers embedded across the BCU to support and deliver on-the-job training. This investment is due in part to the more rigorous development recruits will undergo, but also due to the historic underinvestment in education and development for Constable recruits

- 2.3. **Deployment of officers and staff into required roles** - Implementation of the key elements of the organisation design related to the Centre of Expertise and Local L&D functions. These two elements need to progress rapidly if the MPS are to deliver PEQF on schedule.
- 2.4. **A new type of partnership** - The procurement outlined is not for an 'off the shelf' service. The MPS' preferred partner is an experienced provider, but they will need to work closely with them to get the right education for the MPS, recruits and ultimately the public.
- 2.5. **Commercial risk** - The MPS have run a competitive procurement process based on a specification developed by a broad cross-section of MPS stakeholders. This is a new type of contract for the MPS and nationally in policing, and therefore there are commercial risks relating to entering into, managing and sustaining the commercial relationship with the new partner which will need to be acknowledged.
- 2.6. **The financial model is sensitive to two key assumptions** - The total number of recruits MPS require (which is driven by the headcount targets) and the proportion of apprentices and degree holders make a significant impact on the costs of delivery. The cost profile of PEQF would therefore be significantly different were the MPS to change the number of recruits (for example, to respond to a requirement to increase headcount) or if an increase to the number of degree holders recruited was required to meet recruitment targets.
- 2.7. **The ability to attract recruits** - The MPS have conducted market research to test the attractiveness of the new entry pathways with representative groups in London. This research has outlined that the new entry routes are more attractive for a large majority of potential candidates. However, there will continue to be some uncertainty regarding whether the new entry routes can support recruitment at the required levels and / or whether they will attract degree holders and apprentices in the proportions anticipated. The MPS will need to monitor this closely and learn from early adopters as their models mature (e.g. West Midlands).

3. Financial Comments

- 3.1. £1.3m of additional revenue funding to fund implementation costs and establishment of new roles in FY 2019/20. (Total costs for FY 2019/20 are £6.3m, however £5.0m has been allocated through the budget process for 2019/20). The additional funding of £1.3m is to be managed within the scope of overall MPS budgets;
- 3.2. The MPS Medium Term Financial Plan to be adjusted to accommodate £0.8m funding requirement in FY 2020/21 (total £1.3m funding requirement, less £0.5m already allocated). This will be funded from existing budgets and will be addressed via the budget review process during the summer of 2019;
- 3.3. The funding requirement for the remainder of the lifetime of the contract (2021/22 – 2030/31) to be managed as a pressure against the Medium Term Financial Plan (Funding requirement after accounting for implementation and already approved budgets is estimated to be £17.2m in total). This adds £2.3m to the pressures for 2021/22, with minor fluctuations in later years as set out with the Full Business Case. This additional funding is expected to be managed within the scope of overall MPS budgets;

4. Legal Comments

- 4.1. The Mayor's Officer for Policing Crime is a contracting authority as defined in the Public Contracts Regulations 2015 ("the Regulations"). All awards of public contracts for goods and/or services valued at £181,302 or above will be procured in accordance with the Regulations.
- 4.2. The Scheme of Delegation, paragraph 4.14 delegates authority to the Deputy Mayor for Policing and Crime to call in any MPS proposal to award a contract for £500,00 and above. Paragraph 4.13 delegates authority to DMPC to approve all requests to go out to tender for contracts of £500,000 and above.

5. Commercial Issues

- 5.1. As outlined above this information is contained in the restricted section of the report.

6. Public Health Approach

- 6.1. The recruitment and development of skilled officers is essential to enabling the MPS to reduce violence. The PEQF will also help the MPS to adapt to the changing nature of crime and the more holistic approach to policing that is now required.

7. GDPR and Data Privacy

- 7.1. The MPS is subject to the requirements and conditions placed on it as a 'State' body to comply with the European Convention of Human Rights and the Data Protection Act (DPA) 2018. Both legislative requirements place an obligation on the MPS to process personal data fairly and lawfully in order to safeguard the rights and freedoms of individuals.
- 7.2. Under Article 35 of the General Data Protection Regulation (GDPR) and Section 57 of the DPA 2018, Data Protection Impact Assessments (DPIA) become mandatory for organisations with technologies and processes that are likely to result in a high risk to the rights of the data subjects.
- 7.3. The Information Assurance and Information Rights Units within MPS will be consulted at all stages to ensure PEQF implementation meets its compliance requirements.
- 7.4. A DPIA has been completed for this project. The project will ensure a privacy by design approach, which will allow the MPS to find and fix problems at the early stages of any project, ensuring compliance with GDPR. DPIAs support the accountability principle, as they will ensure the MPS complies with the requirements of GDPR and they demonstrate that appropriate measures have been taken to ensure compliance.

8. Equality Comments

- 8.1. One of the overarching benefits intended from the CoP introduction of PEQF is to improve equality and diversity within Policing. The MPS Strategy, Diversity & Inclusion team has identified a number of potential opportunities and risks with the implementation of the PEQF.
- 8.2. The professionalising of policing may make such a career more attractive to some individuals. Alternatively, the need to acquire a qualification may be seen as a deterrent. The MPS is conducting an ongoing Equality Impact Assessment to capture information and develop mitigating actions.

9. Background/supporting papers

- 9.1. PEQF implementation – MPS Full Business Case [not suitable for publication due to commercial sensitivities]

Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FOIA) and will be made available on the MOPAC website following approval.

If immediate publication risks compromising the implementation of the decision it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary.

Part 1 Deferral:

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

If yes, for what reason:

Until what date: N/A

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 – No

ORIGINATING OFFICER DECLARATION

Tick to confirm statement (✓)

Financial Advice

The Strategic Finance and Resource Management Team has been consulted on this proposal.

✓

Legal Advice

The MPS legal team has been consulted on the proposal.

✓

Equalities Advice:

Equality and diversity issues are covered in the body of the report.

✓

Public Health Approach

Due diligence has been given to determine whether the programme sits within the Violence Reduction Unit's public approach to reducing violence.

✓

Commercial Issues

Commercial issues are included in the restricted section of the report

✓

GDPR/Data Privacy

A DPIA has been completed

✓

Director/Head of Service

The Chief Finance Officer has reviewed the request and is satisfied it is correct and consistent with the MOPAC's plans and priorities.

✓

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

24/5/19



Training & Education for PC Recruits under the Policing Education Qualifications Framework – Full Business Case

MOPAC Investment Advisory Meeting 1st May 2019

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

PEQF is a College of Policing mandated change which requires us to put in place new recruitment and education pathways from 2020 in order to maintain our workforce plan and recruitment targets from 2020/21 onwards. These proposals also provide the opportunity to invest further in both education and support for new recruits, helping our new officers embed this education and make it operationally real. Finally, the PEQF curriculum is better aligned to modern policing needs (than the current IPLDP curriculum) – for example, in relation to evidence-based policing, safeguarding and investigations.

The Metropolitan Police Service are seeking to award a contract for delivery of the new Officer learning programmes associated with the Policing Education Qualifications Framework (PEQF);

- Procured via the Yorkshire Purchasing Organisation Apprenticeship Framework;
- The duration of the contract covers implementation (1 year) and recruitment of Officer intakes for 5 years, with an additional 3 years to support learners through their learner journeys. If a 2 year extension is chosen the estimated contract value is £216M;
- This will primarily be funded by a combination of existing MPS budgets and Apprenticeship levy funding;
- Approval to initiate procurement action was endorsed by the Deputy Mayor of Policing and Crime in February 2018 when the Outline Business Case was approved. This endorsed the Metropolitan Police Service's approach to delivering PEQF via a Partnership with an external lead provider.

Recommendations

The Deputy Mayor for Policing and Crime, via the Investment Advisory Meeting (IAM), is asked to approve:

- 1) **£1.3m of additional revenue funding to fund implementation costs and establishment of new roles in FY 2019/20. (Total costs for FY 2019/20 are £6.3m, however £5.0m has already been approved through the budget process**

for 2019/20). The additional funding of £1.3M is to be managed within the scope of overall MPS budgets;

- 2) The MPS Medium Term Financial Plan to be adjusted to accommodate £0.8m funding requirement in FY 2020/21 (total £1.3m funding requirement, less £0.5m already approved). This will be funded from existing budgets and will be addressed via the budget review process during the summer of 2019;
- 3) The funding requirement for the remainder of the lifetime of the contract (2021/22 – 2030/31) to be managed as a pressure against the Medium Term Financial Plan (Funding requirement after accounting for implementation and already approved budgets is estimated to be £17.2m in total). This adds £2.3m to the pressures for 2021/22, with minor fluctuations in later years as set out with the Full Business Case. This additional funding is expected to be managed within the scope of overall MPS budgets;
- 4) The MPS to proceed to contract with the PEQF Partner on a nine- to eleven-year contract with an anticipated value of £216m. The duration of the contract covers implementation (1 year), and recruitment for up to seven years (a five year initial term plus a two year optional extension) and three years beyond this to support the last intake through the full learner journey (3 years); and
- 5) The commitment of circa £1.3m of the implementation costs to procure consultancy resources via a competitive tender process to support contract mobilisation, process development, organisation design implementation and support to PEQF programme validation.

The Deputy Mayor for Policing and Crime, via the Investment Advisory Meeting (IAM), is asked to note:

- 6) A comprehensive commercial assurance review has been commissioned by PIB to review MPS readiness, provide expertise and support over the commercial close period, and build the new Intelligent Client Function (ICF) capability. This will be procured via competitive tender. IAM approval shall be sought in a separate submission including endorsement of a route to market.

Time sensitivity

A decision is required from the Deputy Mayor by 3rd May 2019. This is because we intend to notify all bidders involved in the competitive tender process as soon as possible for 2 key reasons;

- All bidders involved in the procurement process are owed notification as soon as possible in order that their own resources and focus' can be prioritised accordingly;
- To mobilise the contract with the preferred bidder by May 2019 in order to maintain timescales in achieving the 2020 requirement set by the College of Policing.

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

Introduction and background

The College of Policing (the CoP) has designed a Policing Education Qualifications Framework (PEQF) to be adopted by all police services nationally that sets minimum education qualification levels by level of practice or rank. PEQF is an important step toward developing policing as a profession and supporting the professional development of Police Officers and Police Community Support Officers.

Implementation of PEQF will be phased by career level, with changes impacting officer entry routes first. From January 2020, all Constable recruits will be required either to have a degree on entry or work towards a degree-level qualification as part of their training. Recruits with a degree will work towards a two year Graduate Diploma and those without will work towards a three year nationally recognised Degree Apprenticeship. This business case covers implementation of these two pathways.

The education and development requirements for recruits under PEQF represent a significant change for the Metropolitan Police Service (the MPS). There is a more rigorous curriculum, increased assessment and accreditation requirements, and a greater focus on applying learning in the operational environment. We will need to move from classroom-based training, with inconsistent local support and assessment, to a modern approach of learning with robust assessment of operational competence leading to a degree-level qualification.

Specific benefits we aim to achieve by this change are:

Increasing officer capability to address changing nature of crime

The collective impact of an updated national policing curriculum, education provision at degree level, a delivery model that includes leading education partners, and greater investment in support for recruits' learning will increase the capability of officers. Recruits will receive more rigorous and relevant training preparing them for a career with the everyday demands and complexity of 21st century policing and the changing nature of crime.

Meeting the changes to officer entry pathways mandated under PEQF

Implementing the proposed solution will give the MPS a PEQF compliant framework for recruiting and training Police Officers. *Without this in place the MPS would not be able to continue recruiting new officers.*

Increasing the attractiveness of a career with the MPS to prospective recruits

The new entry routes under PEQF should broaden the recruitment base and attract the required numbers of people into policing. This will include people from under-represented communities and/or those who otherwise may not have considered a career in policing.

Increasing satisfaction of career development opportunities

PEQF will enhance the education and development provided to new recruits, aligning it with the demands of 21st century policing. Through 'recognition of prior learning', it will also offer existing officers opportunities to build on existing skills and experience, and with opportunities to coach and develop colleagues.

Issues for Consideration

Operational impact of increased protected learning time - The additional rigour and quality of the education and development recruits will undertake as part of PEQF requires an increase in the 'protected learning time' they are given. We have options for how we manage the impact of this and will work with the Partner to minimise this.

Financial and operational impact – MPS estimate that PEQF will require additional cash investment to operate (as set out in the decisions). It will also require MPS to deploy some of our 31,000 officers to posts which support recruits: 257 FTE embedded across BCUs to support and deliver on-the-job training. This incremental investment is due in part to the more rigorous development recruits will undergo, but also due to the historic underinvestment in education and development for Constable recruits.

Deployment of officers and staff into required roles - Implementation of the key elements of the organisation design related to the Centre of Expertise and Local L&D functions. These two elements need to progress rapidly if we are to deliver PEQF on schedule.

A new type of partnership - The procurement outlined within this FBC is not for an 'off the shelf' service. Our preferred partner is an experienced provider, but we will need to work closely with them to get the right education for the MPS, our recruits and ultimately the public.

Commercial risk - We have run a competitive procurement process based on a specification developed by a broad cross-section of stakeholders across the MPS. This is a new type of contract for the MPS and nationally in policing, and therefore there are commercial risks relating to entering into, managing and sustaining the commercial relationship with our new partner which will need to be acknowledged.

The financial model is sensitive to two key assumptions - The total number of recruits MPS require (which is driven by our headcount targets) and the proportion of apprentices and degree holders make a significant impact on the costs of delivery. The cost profile of PEQF would therefore be significantly different were we to change the number of recruits (for example, to respond to a requirement to increase our headcount) or if we needed to increase the number of degree holders we recruit to meet our recruitment targets.

Our ability to attract recruits – MPS have conducted market research to test the attractiveness of the new entry pathways with representative groups in London. This research has outlined that the new entry routes are more attractive for a large majority of potential candidates. However, there will continue to be some uncertainty regarding whether the new entry routes can support recruitment at the required levels and / or whether they will attract degree holders and apprentices in the proportions anticipated. We will need to monitor this closely and learn from early adopters as their models mature (e.g. West Midlands).

Contributes to the MOPAC Police & Crime Plan 2017-2021¹

The implementation of PEQF initial entry routes contributes to both the achievement of the MOPAC Police Crime Plan 2017-21 by equipping new Police Officer recruits with the right skills and experience to effectively Police London and the changing nature and complexity that is associated with this.

Financial, Commercial and Procurement Comments

This information is contained in the restricted section of the report.

Legal Comments

Legal aspects of the business case and project more broadly are in alignment with legislation and schemes of delegation.

Equality Comments

One of the overarching benefits intended from the College's introduction of PEQF is to improve equality and diversity within Policing. Following engagement with the MPS Strategy, Diversity & Inclusion team, a number of opportunities, risks and effective mitigations have been identified and detailed within our Equality Impact Assessment and implementation plans moving forward. Further details in respect to this information are captured within the restricted section of this report.

Privacy Comments

- i. The MPS is subject to the requirements and conditions placed on it as a 'State' body to comply with the European Convention of Human Rights and the Data Protection Act (DPA) 2018. Both legislative requirements place an obligation on the MPS to process personal data fairly and lawfully in order to safeguard the rights and freedoms of individuals.
- ii. Under Article 35 of the General Data Protection Regulation (GDPR) and Section 57 of the DPA 2018, Data Protection Impact Assessments (DPIA) become mandatory for organisations with technologies and processes that are likely to result in a high risk to the rights of the data subjects.
- iii. The Information Assurance and Information Rights units within MPS will be consulted at all stages to ensure PEQF implementation meets its compliance requirements.
- iv. A DPIA has been completed for this project. The project will ensure a privacy by design approach, which will allow the MPS to find and fix problems at the early stages of any project, ensuring compliance with GDPR. DPIAs support the accountability principle, as they will ensure the MPS complies with the requirements of GDPR and they demonstrate that appropriate measures have been taken to ensure compliance.

Real Estate Implications

Elements of the protected learning time associated with the PEQF entry routes will be delivered on the Partner's sites in London. The estate requirement for MPS will be reduced.

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

Environmental Implications

There are no environmental impacts identified as a result of this proposal.

Background/supporting papers

Not applicable.

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 the Policing Education Qualifications Framework – Full Business Case' is exempt from publication for the following reasons:

- Exempt under Article 2(2)(a) of the Elected Local Policing Bodies (Specified Information) Order 2011 (Data Protection Section 43 – Commercial Interests).

The paper will cease to be exempt until 5 years following the end of the contract, with the contract ending at the latest in April 2030.