The Graduate Cop: Professionalising the police through the Police Education Qualifications Framework, one graduate at a time.

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This thesis is submitted in partial fulfillment of the requirements for the award of Doctor of Criminal Justice of the University of Portsmouth.

December 2020
Declaration

While registered as a candidate for the above degree, I have not been registered for any other research award. The results and conclusions embodied within this thesis are the work of the named candidate and have not been submitted for any other academic award.

55082 words.

Signed:

Julian Parker-McLeod

Date:

22nd December 2020
Acknowledgements

Completion of these studies over the past five years would not have been possible without the unconditional support of my family, wise counsel of my supervisor Dr Sarah Charman and the professional support of my own institution. I have also received the support of many police and academic professionals, for this support I offer my thanks to all involved.

I would like to further acknowledge the support of two parents and two parents-in-law who were with us at the start of this journey, but who sadly never saw it completed.
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<tr>
<td>COP</td>
<td>College of Policing</td>
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<tr>
<td>College</td>
<td>College of Policing</td>
</tr>
<tr>
<td>CPD</td>
<td>Continuing Professional Development</td>
</tr>
<tr>
<td>DHEP</td>
<td>Degree Holder Entry Programme</td>
</tr>
<tr>
<td>DWO</td>
<td>Dedicated Ward Officer</td>
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<tr>
<td>EBP</td>
<td>Evidence-Based Policing</td>
</tr>
<tr>
<td>EPA</td>
<td>End Point Assessment</td>
</tr>
<tr>
<td>ESFA</td>
<td>Education Skills Funding Agency</td>
</tr>
<tr>
<td>GO</td>
<td>Graduate Officer</td>
</tr>
<tr>
<td>HE</td>
<td>Higher Education</td>
</tr>
<tr>
<td>HMIC</td>
<td>Her Majesty’s Inspectorate of Constabularies</td>
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<tr>
<td>IFA</td>
<td>Institute for Apprenticeships</td>
</tr>
<tr>
<td>Insp</td>
<td>Inspector</td>
</tr>
<tr>
<td>IOPC</td>
<td>Independent Office for Police Complaints</td>
</tr>
<tr>
<td>IPLDP</td>
<td>Initial Police Learning and Development Programme</td>
</tr>
<tr>
<td>IER</td>
<td>Initial Entry Routes</td>
</tr>
<tr>
<td>MOPAC</td>
<td>Mayor’s Office for Police and Crime</td>
</tr>
<tr>
<td>NPCC</td>
<td>National Police Chiefs’ Council</td>
</tr>
<tr>
<td>PACE</td>
<td>Police and Criminal Evidence Act</td>
</tr>
<tr>
<td>PC</td>
<td>Police Constable</td>
</tr>
<tr>
<td>PCC</td>
<td>Police and Crime Commissioner</td>
</tr>
<tr>
<td>PCDA</td>
<td>Police Constable Degree Apprenticeship</td>
</tr>
<tr>
<td>PBE</td>
<td>Practice Based Education</td>
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<tr>
<td>PEQF</td>
<td>Police Education Qualifications Framework</td>
</tr>
<tr>
<td>PN</td>
<td>Police Now</td>
</tr>
<tr>
<td>QAA</td>
<td>Quality Assurance Agency</td>
</tr>
<tr>
<td>SDM</td>
<td>Strategic Decision Maker</td>
</tr>
<tr>
<td>Sgt</td>
<td>Sergeant</td>
</tr>
<tr>
<td>SCV</td>
<td>Social Critical Vocationalism</td>
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The Graduate Cop: Professionalising the police through the PEQF, one graduate at a time.

Abstract

Police training has been the subject of constant review and change, typically predicated on events which significantly impact on national confidence in policing. The latest review of this kind, Neyroud (2011) is critical of both leadership and police training and called for professionalisation of the police service, this recommendation led to the introduction of the Police Education Qualifications Framework (PEQF) in England and Wales.

Drawing on and contributing to the theoretical framework of professionalisation of the police, this thesis critically examines the relationship between the implementation of the PEQF and professionalisation of the police service. In doing so it answers the question, ‘to what extent, if any, does the Police Education Qualifications Framework provide a platform on which to build a professionalised police service?’

Utilising a qualitative methodology, the extant literature from a broad range of studies and primary and secondary data are considered. Analysis of data from semi-structured interviews facilitated the exploration of perceptions of participants as to the relationship between the PEQF and professionalisation of the police service.

Through analysis of the data the thesis identifies four key themes, the PEQF: a new future, professionalisation, education: a paradigm shift and challenges and opportunities for implementation. Informed by these findings the thesis concludes, the PEQF provides a platform for change for the police and heralds a paradigm shift for police training. Embedding the PEQF provides opportunity for the police service to create a new identity as a graduate profession, however implementation of the PEQF remains the challenge.
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**Prologue**

This thesis commences with a brief account of my own experiences of working both within the police and higher education. It offers insight into the motivations for embarking on my own journey of study, which culminates in this piece of work.

In considering this piece of submitted work the reader needs to consider the notion of the professional doctorate. Scott, Brown, Lunt & Thorne (2004) explain that the professional doctorate places student-practitioners at the heart of the study in a way which will allow them to make better sense of their workplace practice and/or develop new or more productive ways of working. In doing so it is important that student-practitioners adopt a reflective practice approach to their studies (Schon, 1987). In adopting this approach sections of this thesis are presented in the first person, allowing me to reflect on my learning to date as a police officer, academic and early career researcher, and the impact this has had on my own understanding of my workplace and practices. As will be discussed in Chapter 5, Research Methodology, I consider this research to be practitioner research which is identified by McLeod (2008) as research undertaken by a practitioner for the purpose of developing their own practice. Scott et al. (2004) note that the purpose of a professional doctorate is to contribute to knowledge and practice. With this in mind, it is important to consider my background and how it has led me to the position of undertaking this level of study. What follows is a brief synopsis of my related career from 2005 to the start of this research.

In 2005 as a Police Constable with eight years’ service I joined Cumbria Constabulary’s ‘Initial Police Learning and Development’ training department. In early 2007, the Constabulary was approached by the University of Cumbria. Formed in 2007, this Higher Education Institute was born from the merging of a number of established colleges with a 150-year legacy, predominantly in the fields of teacher education and nursing. The
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vision was to create a partnership to facilitate opportunities around the professional development and education of new recruits, serving officers and police staff. This vision was deeply entrenched in the legacy and ethos which sat behind the new institution. Furthermore, the vision aligned to that of a small movement of similarly established partnerships, exploring the potential for pre-join foundation degrees. The concept was framed around embedding the initial police learning curriculum and placements into a higher education qualification framework. Once formally established, the local partnership started to explore this route and in 2008 the University of Cumbria launched its own pre-join foundation degree. Having had a significant involvement in the development of the programme I was presented with the opportunity to be seconded to the University in the role of Sergeant to manage and support its delivery.

Having studied a first degree many years previously in an unrelated subject area, I had experienced the benefits of higher education. However, these had never really been acknowledged or capitalised on by the service. The new foundation degree programme approach to joining the police proved a popular choice with students and recruited well. However, this approach to police officer training was less well received within the Constabulary. The comments and reactions from a number of officers across all ranks, dismissing the requirement for officers to attain education at this level was both frustrating and disheartening. This attitude was at odds with some of the service’s emerging thinking around being a graduate profession and aligning officers’ training and experience to higher education qualifications. This challenge and resistance to accept the police as a graduate profession continues and will be discussed at various stages throughout this thesis.

As part of my development within my new role I took the opportunity to continue my own academic development. This commenced with a postgraduate teaching qualification, the focus of which included a short piece of research exploring differences between training and educating. From this point my own academic development continued through study of
an MSc Policing, Policy and Leadership qualification. My dissertation study gave me the opportunity to explore the relationship between the police and higher education further. Once again, I was surprised by the lack of interest within my own force in the outcome of this research. In contrast the support, encouragement and interest in my findings could have not been greater from the University. The findings of my research were used to inform my teaching and the shaping of the then current policing provision. The Constabulary meanwhile failed to acknowledge the achievement. During subsequent promotional interviews within the police, senior officers regularly questioned why I had undertaken this study. On more than one occasion, while receiving feedback, it was suggested that this sort of study could be detrimental to my own progression within the Constabulary. My personal reflection on this feedback made me question my situation and the ability to influence change from an informed position. Seeing the professional development of my own practice, I wanted to use this to shape and inform the future practice of the Constabulary and the officers joining it. Frustratingly my studies and engagement with higher education, which have helped my professionalism within my role, were lost on the police.

As a direct result of these experiences, I decided to look for opportunities to progress within the world of higher education, leaving the police in 2012 and joining the University in an academic role. My unexpected journey with higher education continued as I embarked on a professional doctorate. Despite having never entertained this level of study, after reflecting on how my studies so far have impacted not only on my professionalism, but also on me as an individual, I was delighted to embrace this opportunity. My motivation for this study is threefold; first, doctoral study is the expectation within higher education not the exception, I have seen the benefits of how knowledge created at this level has influenced and shaped change. Second – and in line with the aim of professional doctorates to contribute to knowledge and practice – is a desire to expand my knowledge and use it to inform and influence others and their practice. Ironically I have had to leave
the organisation I wished to influence in order to be able to do this. Third, a journey of self-fulfilment which will hopefully lead to the awarding of this qualification. Reflecting on this and my subsequent positionality as a practitioner researcher, I see myself as what Merton (1972, p. 112) refers to an ‘insider researcher’. Davies, Francis & Jupp (2011) refer to this as research being undertaken within a social group or organisation by someone who claims to be part of that social group or organisation. Having recently been in the police and still connected to it through my work at the University and, as will be seen in more detail in the following chapter, involvement in the development of the PEQF, this research is from an insider perspective. This in itself has caused challenges, not least with data collection, maintaining a sense of perspective and not lending bias informed by my own perceptions, all of which are considered in more detail in Chapter 5.

Throughout the time I have been involved in this research I have been fortunate enough to represent higher education at a national level as part of the Trailblazer Group developing qualifications within the PEQF. I have also recently been appointed as Co-Chair of the Higher Education Forum for Police Learning. Through this work I have seen many of the potential benefits of the PEQF, but have also witnessed first-hand many of the potential barriers and resistance. This experience has left me with some doubt as to how successfully the PEQF will be received and integrated within forces. It is through these observations that I have been motivated to address the question:

*To what extent, if any, does the Police Education Qualifications Framework provide a platform from which to build a professionalised police service?*
Chapter 1: Introduction

Introduction

The previous reflection on my own policing and academic journey to date is in line with the ethos of professional doctorate study, which allows the student-practitioner to mediate between the cultures of the workplace and academia (Scott et al., 2004). It is important that this study continues to reflect this philosophy. The professional doctorate concept advocates the need for professionals to engage in higher professional development, to reflect critically on their practice and to develop transferable skills and competencies (Scott et al., 2004). With this in mind this chapter introduces the context behind the research question and outlines the objectives which will allow me to answer it.

Research has shown that police training is an area of constant review. It is currently a Level 3 programme of study (see appendix 1), delivered internally to all new recruits who predominantly join the service at the rank of constable. This thesis considers research and reports such as Training Matters (HMIC, 2002), Flanagan (2008) and Neyroud’s 2011 Review of Police Leadership and Training. These works suggest that at the time they were written police training was not fit for purpose. It is reports such as these which have set the direction of travel for the police service becoming a graduate profession, the establishment of a professional body and professionalisation of the police service.

This thesis concerns itself primarily with the introduction of the PEQF and the concept of professionalisation of the police. The PEQF forces the interaction of newly recruited police officers with graduate level studies and academic research. This research considers the relationship between the PEQF and professionalisation and how this may enhance police officer development and contribute to the professionalisation agenda. The research explores this supposition seeking to contribute to the literature
around professionalisation of the police and make recommendations to practice which support the aspiration of achieving a professionalised police service.

This chapter commences with a review of the history of police training, then introduces the theoretical framework for this research. It continues to introduce the specific research question and objectives before concluding with an overview of the thesis structure.

1.1 History of police training

What follows is a brief history of police training since 1981 and the introduction of the Police and Criminal Evidence Act (PACE) 1984. Police training, in particular initial training, has been the subject of numerous reviews over time. Significant changes to police training have usually been as a result of significant incidents, which impact nationally on policing confidence; the Brixton Riots in 1981, the murder of Stephen Lawrence in 1993 and The Secret Policeman documentary in 2003 to name but a few. Added to this a number of government white papers and commissioned reports have predicated the need for change. Most recently Flanagan (2008) and Neyroud (2011) both of whom have reignited the drive toward graduate education for police officers. In the main the resulting reforms to police training have primarily focused on curriculum development or how and where this initial training is delivered. Until the recent proposals within the PEQF these reforms have not tackled the educational issue of the level at which police training is undertaken. The PEQF proposes a significant shift from police training at Level 3 to police education at Level 6 (see appendix 1). Table 1 below identifies key dates and events which have been drivers for change. There then follows a summary explanation of the changes.
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Table 1: Factors contributing to the development of police training

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<th>Date</th>
<th>Event</th>
<th>Outcome</th>
</tr>
</thead>
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<td>Her Majesty’s Inspectorate of Constabularies (HMIC) Training Matters</td>
<td>Proposals for reform to police training</td>
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<td>2003</td>
<td>BBC documentary exposé by Mark Daly ‘The Secret Policeman’</td>
<td>Call for further reform to police training</td>
</tr>
<tr>
<td>2004</td>
<td>White Paper on Police Reform, Building Communities and Beating Crime: A better police service for the 21st century</td>
<td>Introduction of Initial Police Learning and Development Programme (IPLD)</td>
</tr>
<tr>
<td>2006</td>
<td></td>
<td>IPLDP embedded across all forces, Level 3 Diploma</td>
</tr>
<tr>
<td>2007</td>
<td>Police and Justice Act 2006</td>
<td>Centrex reformed and was replaced by National Police Improvements Agency (NPIA)</td>
</tr>
<tr>
<td>2008</td>
<td>Sir R. Flanagan, independent review of policing</td>
<td>Call for police training to align to higher education and professionalisation</td>
</tr>
<tr>
<td>2011</td>
<td>Peter Neyroud review of police training and leadership</td>
<td>Call to create a professional body for the police service</td>
</tr>
<tr>
<td>2012</td>
<td>Recommendation from Neyroud’s 2011 review</td>
<td>Creation of the College of Policing (CoP)</td>
</tr>
<tr>
<td>2015</td>
<td>Policing Vision 2025 – paper outlining future vision of the service</td>
<td>Multiple work strands created to deliver against Policing Vision 2025</td>
</tr>
<tr>
<td>2016</td>
<td>Police Education Qualifications Framework proposed by the College of Policing as one of these work strands</td>
<td>National consultation, with a view of implementation by 2020</td>
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</tbody>
</table>
1981 – The Brixton riots and the resultant report by Lord Scarman (Scarman, 1981) made key recommendations as to how police training would need to adapt to improve officer capability. These recommendations included extending initial police training from ten weeks to six months, and greater importance within the curriculum to be given to ‘Understanding of the cultural backgrounds and the attitudes to be found in our ethnically diverse society’ (Scarman, 1981, p. 80). Scarman continued,

*The underlying theme throughout a recruit’s initial training must be the police officer’s role as a member of the community he polices and his need to maintain law and order through gaining the approval, confidence and respect of the community he serves.*

(Scarman, 1981, p. 80)

1993 – The death of Stephen Lawrence in 1993 saw the publication of Macpherson’s report, a review of the police response to the Lawrence murder. This report was critical of police actions and training in particular in relation to first aid training, race and diversity training and the improper use of stop and search. This again called for changes to the content and methods of police training, in particular with respect to race and diversity. Of the 70 recommendations within the report, seven were specifically directed toward police training in relation to race and diversity.

2001 – Until 2001 police training had been the responsibility of National Police Training (NPT) who owned and managed a national police curriculum delivered through regional training centres within England and Wales. The Criminal Justice and Police Act 2001, Part 4, saw NPT being replaced by Centrex, the working title for Central Police Training and Development Authority (CPTDA). While new in name, police training continued to be delivered through regional training schools.

2002 – The HMIC report *Training Matters* reviewed the then current Police Constable Training Programme, making a number of recommendations
across areas such as curriculum, community engagement, supervision, recognition of prior learning, experience and behaviours, level of qualification, and accessibility to training. The report led to the rewriting of the national Police Constable Training Programme and the implementation of the Initial Police Learning and Development Programme in 2006. Within this programme some but not all recommendations were adopted.

2003 – The release of the BBC exposé documentary, *The Secret Policeman* by Mark Daly saw Daly – an under-cover reporter – Serving as a newly recruited Greater Manchester police officer. He undertook initial police training at NPT Bruche in Greater Manchester. NPT Bruche was, at the time, the regional training centre serving forces in the Northwest of England, with cohorts of approximately 400 new recruits starting their training every six weeks. Classroom-based training was delivered to officers over a 12-week period before officers returned to their force for further operationally based training. Daly’s motive was to explore if previous interventions had been successful in tackling the ‘institutional racism’ expressed by Macpherson 1999.

*We wanted to see what steps were being taken to eradicate this. But more importantly, we needed to see if they were working. The only way we could find out what was really happening was to become a police officer — asking questions openly as a journalist would not have uncovered the truth.*

(Daly, 2003)

Daly exposed individual officers within his cohort who still portrayed some of those underlying racial views. While there was significant criticism of Daly’s reporting approach, what was exposed impacted significantly on developments in initial police training.

2004 – A further White Paper on Police Reform, *Building Communities and Beating Crime: A better police service for the 21st century* was published.
This outlined the need for police training to be much more integrated within the community and to be more accessible to people wanting to become police officers. Policing would therefore become more attractive to a broader representation of the communities being policed. The 2004 Reform introduced the Initial Police Learning and Development Programme (IPLDP). Further proposals included initial training being carried out locally in-force and removing the need for long residential periods away from home, making police training more family friendly and accessible (Great Britain. The Home Office, 2004). The IPLDP was to be aligned to a national qualification, a Level 3 Diploma in Policing, and implemented across all forces by January 2010.

**2006** – By May 2006 the IPLDP was implemented across all forces within England and Wales, with a significant move away from residential training programmes. However, there was national inconsistency across forces as to whether new recruits completed, and were awarded, the Level 3 Diploma in Policing.

**2007** – The Police and Justice Act 2006 was introduced as part of the then Prime Minister, Tony Blair’s, ‘Respect’ action plan, which initiated a national parenting academy, possible temporary evictions of troublesome families, and greater powers to involve the police on community issues. The Act intended to deliver a police reform programme and made wide-ranging changes to police governance and policing powers. It also allowed Home Secretaries to more tightly manage local police forces, a change sought after the Soham Inquiry into the murder of Holly Wells and Jessica Chapman (Bichard, 2004). A key provision within the Act proposed the establishing of the National Police Improvement Agency (NPIA), which would replace Centrex from 1 April 2007.

**2008** – Commissioned by the Home Secretary Jacqui Smith, Sir Ronnie Flanagan conducted an independent review of policing (Flanagan, 2008). The review focused on the changes within policing and the embedding of
neighbourhood policing. As with many previous reports, this review also focused on police training. Flanagan (2008, p. 53) called for a police service which ‘emphasises individual professionalism and which is founded upon strong standards and team values. This means we need to move away from training towards education.’ Flanagan also identified that for officers in their early career to gain maximum benefit from their learning, they should be considered as super numerate for a minimum of 12 months. As can be seen it has taken nearly ten years for the police service to truly engage with the concept of higher education for initial police officer development. Further to this and as will be discussed later, the abstraction issue is one which has not gone away and has become critical to the success or failure of truly embedding the PEQF.

2010 – Peter Neyroud’s Review of Police Training and Leadership was critical of many aspects of police training and leadership (Neyroud, 2011). Neyroud’s observation was that ‘Policing needs to move from acting professionally to becoming a profession’. Within this review Neyroud called for the establishing of a professional body for the service. In response the then Home Secretary Theresa May took steps to establish the first professional body for the service.

2012 – December saw this vision realised with the establishment of the College of Policing as the professional body for the police service. The College of Policing became the setter of standards for policing, and being independent of the Home Office, had the responsibility for driving up standards and professionalising the service. The College further took on the role of establishing the professionalisation agenda for the service.

Further to this the College has placed the development of a body of knowledge as a key priority. This body of knowledge will be driven by a desire to embed evidence-based policing in everyday practice, the approach is headlined through the What Works in Policing agenda. Evidence-based
policing is further embedded by its inclusion in the National Police Curriculum.

2015 – *Policing Vision 2025* set out the aspirations of the National Police Chiefs’ Council (NPCC) in a ten-year plan from 2015.

*This Vision is about more than making savings or incremental reform; our ambition is to make transformative change across the whole of policing. The public, and improving policing for them, are at the heart of this Vision.*

(NPCC, 2015)

The vision further outlines how through local policing, specialist capabilities, workforce development and retention, and digital policing, the service will make communities safer by upholding the law fairly and firmly; preventing crime and antisocial behaviour; keeping the peace; protecting and reassuring communities; investigating crime and bringing offenders to justice. While this mission itself was not new, the concept of achieving it through transformational change to police officer development and education was intended to lead to the professional police service which was aspired to.

2016 – After national consultation the College launched the PEQF, setting out a framework by which the police service can establish itself as a graduate profession. The PEQF consists of three initial entry routes into policing: pre-join degree, graduate conversion, and degree apprenticeship. Further qualifications within the framework link continuing professional development through promotion to higher education qualifications at Levels 6 through to 8. Given the introduction of the apprenticeship tax levy it is no coincidence the PEQF has four of its eight qualifications aligned to higher or degree level apprenticeships. The PEQF heralds a monumental change for policing. It will be transformational in changing the way in which officers
are recruited, CPD is undertaken and the way in which officers are educated as the College strives to professionalise the service.

The PEQF is perceived as the vehicle by which education of Level 6 and above will be delivered into the police as it transforms towards being a graduate profession. In line with other professions which align to a traits-based approach (Green & Gates, 2014), graduate education is seen as being central in terms of defining a profession (Eraut, 1994). As will be identified in later discussions this concept is challenged by other philosophies of professionalisation, however as will be seen through this research it is clear at this stage the College of Policing is adhering to this approach. A brief overview of the PEQF and its development so far is presented below. The framework aligns differing levels of study associated with rank, both on initial training and for CPD, with higher education qualifications from Level 6 for new recruits and Sergeants, to postgraduate Level 7 qualifications for Inspector and Superintendent ranks, and Level 8 for Chief Officers (see Table 2).

**Table 2: The alignment of police officer ranks with the PEQF (Adapted from College of Policing PEQF, 2016)**

<table>
<thead>
<tr>
<th>Rank</th>
<th>Higher Education Levels</th>
<th>PEQF stage</th>
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<td>Police Constable</td>
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According to the College of Policing (2015), this is ‘Intended to support the development of policing as a profession through the provision of a coherent national approach to recognising and raising educational standards in policing’. This proposal lifts policing to a graduate profession akin to paramedicine and nursing, something which will be discussed in detail in Chapter 4.

Following national consultation the PEQF was approved and launched in September 2016. It was agreed that implementation of the PEQF would be staggered, starting from April 2018 with the implementation of the new entry routes. The aspiration was that full implementation of all routes would be achieved by late 2021. However, at the time of writing, and as a result of a number of external factors which have impacted on the development of certain initial entry route qualifications and pushback from the National Police Chiefs’ Council on the senior qualifications, these timescales have slipped. There remains a process of national consultation being undertaken regarding the senior qualifications. As a result, this research focuses primarily on the development and implementation of the initial entry routes.

Early discussions around the development of the PEQF were in part informed by the 2015 coalition government announcement of higher level and degree apprenticeships as ‘An innovative new model bringing together the best of higher and vocational education’ (Great Britain. Department for Business, Industry and Skills & The Prime Minister’s Office, 2015). The further announcement of the Apprenticeship levy being imposed on police forces from April 2017 fuelled the appetite for forces to claw back this levy via the PEQF. The initial proposal sees four of the eight proposed qualifications within the PEQF being framed around higher level or degree apprenticeships. The potential consequence of this ‘apprenticeshipitus’ within the service could see an officer’s career path taking them from new

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Chapter 1: Introduction
recruit to Chief Superintendent and within this journey, the only point at which they would not be an apprentice, would be at the rank of Inspector.

Given the emphasis on education and learning which comes with implementation of the PEQF, this research draws on literature related to education and learning. This is briefly outlined below but is discussed in more detail in Chapter 4.

1.2 Education and learning

The introduction of the PEQF fundamentally elevates the level at which police education takes place, moving from training at Level 3 to education at Level 6. With this comes an associated lifting of the level and type of knowledge officers will be equipped with. Add to this the drive by the College of Policing to develop a body of knowledge through the *What Works in Policing* agenda, understanding what this professional knowledge looks like and how it is developed is vital.

There is a great deal of debate as to how knowledge is best acquired and formed. One consideration is that knowledge is achieved through academic research. Schon (1987) suggests academic knowledge is described as being theoretical and disciplined; peer reviewed and empirical, studied in educational settings with a view to discovering new knowledge and theories of how to achieve goals. In short, formal knowledge. He adds that knowledge is only truly realised through its professional application and the learning which comes from this is known as informal knowledge. Kolb (1984), suggests that, as no two situations are ever the same, the practitioner who may apply the theory to solve the first problem will have to reflect on their activities and success and re-evaluate the process to apply the theory to the next problem. Thus it is this ‘reflection on action’, which broadens and creates knowledge.

Scott et al. (2004) identify four modes of knowledge which are relevant to this research for two reasons. First, in benchmarking, as a professional
The Graduate Cop: Professionalising the police through the PEQF, one graduate at a time.

doctorate thesis clearly draws on these classifications. Second, these concepts of knowledge hold significant relevance to the knowledge development process within the graduate entry routes into the police.

Scott et al. (2004, p. 42) advocate that:

*Professional doctorates construct both knowledge itself and the act doing research. In part, this is through specific research training courses provided by the university for doctoral study. However more fundamentally, it is through the way universities understand and, in the process, construct relationships between academic and professional knowledge.*

In supporting this claim Scott’s four differing modes of knowledge are identified as:

- **Disciplinary** – developed through established academic disciplines within universities.
- **Technical rational** – based on knowledge acquisition through professional practice but asks the student to view the profession as an outsider as opposed to an insider.
- **Dispositional and transdisciplinary** – based on reflective practices whereby the student considers how theories and methodologies from outside the profession can influence practice within.
- **Critical reflection** – where the purpose is implicitly or explicitly political or for change purposes.

As can be seen, and this will be discussed in more detail in future chapters, all modes purport varying degrees of a blend of academic and practical knowledge as key to success. This blend of knowledge and how it will be fully integrated into products within the PEQF will be the subject of future discussion and debate during Chapter 3.

While it is acknowledged that the introduction of the PEQF and graduate study into the police service is a new concept, it is commonplace in other similar professions. Looking to paramedicine and nursing, which have been through similar journeys of professionalisation, it is important to consider
what can be learnt from them. The next section introduces this ahead of a fuller discussion in Chapter 4.

1.3 Learning from other professions

Throughout discussions relating to the development of the PEQF it has been suggested that policing is at odds with other similar professions (Hough & Stanko, 2018). Comparisons have been drawn with paramedicine and nursing, (Hartley et al, 2017) and lessons must be learnt from these professions. Both have a well-documented and long-established journey to being recognised as legitimate professions. This process of shifting from being a craft-based occupation to a research and evidence-based profession (van Dijk, Hoogewoning & Punch, 2015; Hartley et al, 2017) is what sits at the heart of this transformation for the police.

In learning from the experience of paramedics over the last 15 years and nursing over 30 years, it is clear to see that policing is in its infancy with regards to this journey. Recent literature from Kahlil & Liu (2019) highlights the roles of the professional bodies within both professions and identifies the clear role education plays within the development of their staff. Hough & Stanko (2018) make reference to the status of these professions within the wider medical profession, referencing the importance of a body of knowledge and the relationship with higher education. Carpenter, Glasper, Jowett, & Nicholls (2013) draw attention to the importance of developing curricula which raise standards and levels of knowledge beyond training and introduce critical thinking skills.

Further to this, lessons can be learnt from countries where the police have undertaken similar transformations, the work of Green & Gates (2014) and their research on professionalisation is particularly pertinent and is referenced throughout this thesis. The lessons which can be learnt will be discussed in much more detail during Chapter 4.
Having considered a background to the PEQF and research contexts which will help inform successful implementation the thesis will now turn to introduce theoretical framework in which this research sits.

1.4 Theoretical framework

A theoretical framework is a structure by which the researcher introduces and describes the theory which explains the research (Bryman, 2012). The current drive by the College of Policing and the NPCC is toward professionalisation of the police, in part, through the PEQF. The overarching theoretic framework of this research, therefore, is professionalisation of the police service. It is to this body of literature that the thesis will contribute.

Linked to this theoretical framework are concepts. Concepts are informed by empirical research and important theories used in promoting and systemising the knowledge espoused by the researcher (Peshkin, 1993). These concepts may be viewed as something the researcher starts with and represent key areas around which data is collected. The alternative is that concepts are outcomes of data collection (Bachman & Schutt, 2014). As Bryman (2012) reminds us, the two approaches are not mutually exclusive and while the researcher may start with prescribed concepts to help orientate data collection these may change as we collect and analyse data.

For this research concepts are introduced based on the researcher’s experience and knowledge and will be used to inform the starting point for data collection. Through analysis of data the researcher is able to understand how these concepts are related and connected in order to answer the research question. As already identified, the current agenda for the police service is one of professionalisation, it is therefore important to understand theories relating to professionalisation and its relation to education and learning. Consequently, the initial concept for this research is framed around professionalisation of the police. Further to this and as we have seen, the thesis also draws on literature related to the PEQF, education and learning and lessons learnt from other professions. What
follows is a brief introduction of theories of professionalisation, these will be discussed further in Chapter 2.

1.5 Professionalising the police

Reports such as those from Flanagan (2008), Neyroud (2011), Winsor (2012) and Home Affairs Committee (2013) have allowed for much debate as to what a professional police service would constitute, who would be the governing body, who would be the members and what the criteria for entry or membership would be. Neyroud made recommendations at government level that a professional body for the service would be an approach replicating other professions. This would enable the police ‘To move from being a service that acts professionally to becoming a professional service’ (Neyroud, 2011 p. 5).

In engaging with these issues, a concept that is considered and discussed throughout this thesis is that of a profession. As such there follows a brief introduction to some concepts of professionalism which will be expanded on in later chapters.

Some early ideologies of professionalism suggested by Goode (1969), Merton (1960) and Parsons (1968), state that professionalism follows a functionalist model, whereby professional knowledge is given priority. Eraut (1994) identifies other professional bodies which allow entry based on the ideals of pupillage, internship, enrolment within a ‘professional college’, through examination, or by qualifications attained at universities. Neyroud (2011), Winsor (2012) and others have all articulated the need for a ‘College of Policing’ type of professional body. Following the formation of the College of Policing in 2012, it has already taken the lead on the creation of a body of knowledge; the What Works in Policing agenda has been established to engage with both academic and practitioner led research.

As McIntyre explains in the preface to Eraut (1994), a further view is that professions are framed around, and display, various traits, such as ‘the
ideology of professionalism [which] embodies appealing values, in this case those of service, trustworthiness, integrity, autonomy and reliable standards’ (McIntyre, 1994, p. viii). Again, this is an ideology to which the College of Policing has already signed up to with the creation of the Code of Ethics by which police officers are bound. However, Katz (1969) reminds us that these traits must be supported by overarching specialist knowledge, which creates professional practice. The College of Policing must look to other more established professional bodies such as the General Medical Council, the Law Society and the British Psychological Society to draw inspiration on how to achieve a congruent and cohesive ideology, which utilises both academics and professionals to achieve the elusive professional status.

1.6 Research question

As outlined, it is the relationship between professionalisation and the PEQF on which this thesis will focus, while also reflecting on recommendations made within Neyroud’s (2011) review of police leadership and training, the inception in 2012 of the College of Policing and the agenda to professionalise the police service. Policing Vision 2025 sets out the direction of travel for policing with the aim to deliver a professionalised police service by 2025. This vision will be delivered through the culmination of a number of work streams developing areas of business and governed by the College of Policing, one of which is the PEQF.

While considering the theoretical framework of professionalisation of the police service, and drawing on literature in the context of the PEQF, education and learning, and learning from other professions, this research looks to address the question:

*To what extent, if any, does the Police Education Qualifications Framework provide a platform from which to build a professionalised police service?*
In order to achieve this the research explores professionalisation, the PEQF, education and learning, and what can be learnt from other professions. In answering the question, I will engage with key academic literature which can be used to inform what the College of Policing is aiming to achieve. I will seek to collect primary data from three data sources: the College of Policing, the police service, and higher education. In doing so I will engage with senior police officers and staff who are engaged in the implementation of the PEQF within their forces, along with academics who have responsibility for the development and delivery of programmes within the PEQF, and finally from students who have engaged in differing aspects of police training and education as part of their professional development. I will also draw on my own knowledge, understanding and experience gained from being involved in developing early PEQF products, both apprenticeship and non-apprenticeship.

In order to answer the overarching question the research is framed around the following objectives:

1. To undertake a critical analysis of the relevant academic and organisational literature relating to the professionalisation of the police service and where relevant, draw from the journeys of professionalisation within the fields of paramedicine and nursing.

2. To utilise qualitative research in the form of semi-structured interviews, to explore the perceptions and opinions of key stakeholders who were involved with the development and implementation of the PEQF.

3. To synthesise the research findings within the existing literature on the professionalisation of the police in order to contribute to policing knowledge and policing practice in the field of police education and training.
By adopting this approach, the research positions itself in a theoretical framework of professionalisation of the police and will draw on literature related to the PEQF, education and learning, and lessons learnt from other professions. A narrative throughout the thesis is that the concept of professionalisation of the police is not a contemporary consideration nor can this reform of police training and its impact on professionalisation be seen in isolation of other College of Policing work streams related to professionalisation of the police.

Having introduced the research framework, question and objectives of this research, there now follows an outline of the thesis structure and chapter content.

**1.7 Thesis structure**

This introduction has outlined in brief the key research contexts which are developed further within the thesis. What follows is a summary of the thesis structure.

Chapter 2 considers the police service as a profession. It draws from literature on professionalisation-defining characteristics of a profession. Considering literature which debates differences between occupations and professions, it deliberates on arguments and discussions previously posed around the status of the police service as a profession.

Chapter 3 goes on to contemplate the role education and learning can play within this proposed transition to becoming a policing profession. It considers literature which discusses competing theories of curriculum design and further debates the literature on delivery methodology, capturing the challenges and opportunities for the implementation of new programmes.
Chapter 4 concludes the research context by looking at what policing can learn from paramedicine and nursing, which over the past 30 years have completed the transformation journey from occupation to profession.

Chapter 5 introduces the overarching research methodology for the thesis. Introducing the rationale for semi-structured interviews and sample choice by which the data was collected and analysed. Participants included police and academic leads along with police officers who had engaged in police related education. It concludes with a discussion around the ethics of the research.

Chapter 6 introduces the thematic process of data analysis and presents findings and analysis with regard to the PEQF as a new future.

Chapter 7 presents the data findings and analysis with regard to professionalisation of the service.

Chapter 8 presents the data findings and analysis with regard to the PEQF, education a new paradigm shift for police training.

Chapter 9 presents the data findings and analysis with regard to challenges and opportunities for implementation.

Chapter 10 contains the conclusion and recommendations, considering the contribution to knowledge and practice from this research and answers the question ‘To what extent, if any, does the Police Education Qualifications Framework provide a platform from which to build a professionalised police service?’

Having considered the theoretical framework of this research and introduced the specific research question and objectives of the research, this chapter has signposted the reader through the structure of the thesis. The following chapters will explore the research framework content in more detail, commencing with a review of the police service as a profession.
Chapter 2: Research context 1 – The police service as a profession

Introduction

As mentioned previously the overarching theoretical framework for this thesis is that of professionalisation of the police. The thesis will contribute knowledge to the literature in this area and in line with the aim of a professional doctorate it will also contribute to practice (Scott et al., 2004). The thesis draws on literature from three distinct areas: the police service as a profession, education and learning and lessons learnt from other professions. In doing so this will inform this study as it addresses the research question ‘To what extent, if any, does the Police Education Qualifications Framework provide a platform from which to build a professionalised police service?’ In answering this question, the research will inform the professionalisation of the police and in turn inform changes to practice which are identified in the conclusion of the thesis.

In this chapter literature in the context of the police service as a profession is considered. The chapter starts by considering the journey of professionalisation and the move from occupation to profession, it then considers competing definitions and characteristics of a profession, and concludes by considering the current context of policing as a profession. In doing so it reflects on the research from Green & Gates (2014) on the traits of a profession. Engaging with this literature the thesis identifies competing tensions and questions within the current thinking around professionalisation of the police service within England and Wales.

According to Rojek, Alpert & Smith (2012) the debate around the professionalisation of the police has been taking place globally for over a century. There have been calls for the greater professionalisation of policing from the 1960s and 1970s onwards, but more lately from Flanagan (2008) and Neyroud (2011). Hough & Stanko (2018) suggest these calls have been clearly intended to address conduct that was unprofessional – especially corruption – and for improvements in quality, with the aim being to ensure
that the workforce simply do the best possible job. And of course, underlying both these impulses for professionalisation is a hope that policing could thereby acquire a more professional status. More recent recommendations within reports by Flanagan (2008) and more so Neyroud (2011) have started to lay out a road map for this transformation, making recommendations for significant infrastructure changes to support the professionalisation journey. Recommendations include the establishment of a professional body with associated membership, developing a code of ethics that governs professional practice and a clearly defined route of continuing professional development. These proposals along with the specification to create a professional qualification at degree level as a precondition for practice which is central to learning the skills of the occupation, and an organised body of knowledge, are recognisable with other professions. These recommendations are clearly reflected in the Policing Vision 2025 strategy document. As will be seen in this chapter this approach is influenced by the traits-based approach identified by Green and Gates (2014) as part of the transformation of policing in Australia. This chapter will explore this traits methodology further and the impact on the College of Policing following this approach. Critics of the traits-based approach such as Holdaway suggest this really only forms part of a programme of police practitioner accreditation, across the ranks, which is ultimately intended to recognise a level of professionalisation in policing that already exists (Holdaway, 2017).

As mentioned previously it is important to note that the PEQF is only one of a number of work streams across a range of policing business which come together to deliver this vision. This chapter will explore if the significant emphasis placed on education and knowledge through the PEQF will support this transformational organisational change. As will be seen in more detail in Chapter 4, the relationship between education and knowledge and professionalisation are clearly evident within the professions of paramedicine and nursing.
2.1 Occupation to profession

In order to realise this transition to a profession it is important to understand the processes involved and consider other recent examples where this transition has taken place. Green & Gates (2014) explain that professionalisation is the process of transformation of an occupation into a profession, however these terms are regularly used interchangeably in everyday language. Academic research considers these terms to have more significant qualitative differences. Wolfe simplifies these differences, suggesting that those in occupations are paid largely for what they produce while those who are deemed to be professional are paid for their knowledge and skills (Wolfe, 2011). The motivation to undertake this transition from occupation to profession can be varied. As Evetts (2003) points out there is a psychological appeal associated with being part of a profession as opposed to an occupation, this could account for the increased use of ‘profession’ in terminology and the motivation for transition. Evetts (2003) continues, suggesting these labels can also be used as motivation factors for employees, noting associated benefits of professionalism such as authority, privilege awards and higher pay. Further to this Fournier (1999) suggests the use of the terms ‘profession’ and ‘professionalism’ are used as marketing devices in advertising to appeal to customers. A number of occupations have successfully transformed to professions in order to improve on the social status associated with occupations, enhance the quality of service delivery and afford their members recognition. These social and political reasons for transformation are all as relevant to policing as they have been to nursing and paramedicine. As Fernie et al. (2019) identify, developments have been witnessed in nursing where the ultimate aim was to make both the organisation and its members fit for purpose.

As mentioned previously, Policing Vision (2025) sets out the journey of the police to become an organisation which is fit for purpose to meet the demands of an advancing society. In considering the expectations of Policing Vision 2025 and the transformation policing is undertaking, there
are clear similarities with regard to motivation for change in policing in the same way Fernie et al. (2019) identified for nursing. These changes are clear within nursing; Yam (2004) explains how nursing through its professionalisation journey has moved from an occupation historically seen as ‘attendees of the sick’ and ‘teachers of hygiene’ to a profession with nurses who are equipped in meeting the complexities associated with the current role. However the right to call nursing a profession has been a ‘hard won battle’, and Yam (2004) contests that this is in part due to recognition of the transition from the low level of training provided to nurses prior to the transition to degree entry.

As identified by Friedson (1986) it is the centrality of a university level education in embedding theoretical knowledge which is the pre-requisite of most professions. Similarly for paramedics the migration from training to HE-delivered education has been necessary for full professional status (Williams et al. 2009). In the same way social work has likewise been through this educational change journey, moving to degree level education, something which Pugh (2005) identifies among other things as being key to improving service standards. Similarities can be seen between these examples and the Policing Vision 2025 agenda which advocates ‘improving levels of service’ and ‘preparing police officers for the complexities of 21st century policing’.

The intention to move from the established Level 3 training to degree level education through the PEQF would appear to be well founded in supporting the professionalisation agenda. It is clear the degree level education goes some way to establishing itself as a bedrock for this transformation. However, this cannot stand alone, as Green & Gate’s (2014) research into the professionalisation of policing in Australia demonstrates, recognising key characteristics which compliment this educational transformation and by which to measure a profession. Green & Gates (2014, p. 76) identify these characteristics as; ‘serving society, self-regulation, autonomy, social
movement, membership and registration, body of knowledge and higher education and lifelong commitment to learning’.

The identification of these types of profession characteristics is not new and reflect a broad agreement among authors on this topic. Parsons (1951), Goode (1969) and Etzioni (1969) all identify indicators of a profession as: extensive theoretical knowledge base, legitimate expertise in a specialist field, altruistic commitment to service, an unusual degree of autonomy in work, personal identity stemming from the professional occupation and a code of ethics overseen by a body of representatives from within the field. It is accepted there are wider views of a profession; a sociological approach sees professions as being non-monetary, directed toward enjoying high status and reputation in society, which in turn ensures the provision of the best possible services to society (Parsons, 1951) (Barber, 1963). As will be seen later in this chapter it is clear the College of Policing is establishing its route to professionalisation through alignment to the traits-based approach. In a similar vein, Chapter 4 explores lessons which can be learnt from paramedicine and nursing as professions which are aligned closely to a traits-based profession. There has been a longstanding comparison of the policing professionalisation journey with that of paramedicine and nursing, and significant lessons can be learnt from their transitions to professional status. Ahead of this the thesis will now consider competing tensions on how professions are defined.

2.2 The making of a profession

Having identified that professionalisation of the police service centres on moving from occupation to profession in the same way paramedicine, nursing and social work have, this thesis focuses on the intention by the College of Policing to start this transformational journey of professionalisation by moving policing from an occupation to a graduate profession, in particular with regard to the role the PEQF will play in supporting this. Carlan & Lewis (2009) argue that there is currently
ambiguity around the use of terminology concerning what constitutes a profession, as it can be erroneously interchanged with the use of professionalism. The point laboured by Neyroud (2011) being that the professional behaviour of the police does not make it a profession, nor does it constitute professionalisation. Kolsaker (2008) notes this indistinctness is added to by a lack of consensus within research around the definition of a profession.

One approach is that professional status has a self-serving interest of authority and power at its centre and that professionalisation is a way in which occupations seek to gain status and privilege (Johnson 1972). This self-serving interest allows the opportunity for professions to be controlled by the professionals and experts within them and therefore protected from political abuse (Kleinig, 1996). This approach would seem to be at odds with the direction of travel for the police service at present, which through Policing Vision 2025 is looking to create a professionalised service which works with, reflects and serves the community. Although policing is by no means non-pecuniary, it reflects the remainder of Parson's (1951) description in that it does strive to deliver the best possible service. In considering learned professions such as medicine it can be suggested that the service to society is enhanced through professional behaviour which is enriched through significant knowledge (Barber, 1963). The ideology of professionalisation which places significant importance on professional knowledge (Goode, 1969) (Merton, 1960) (Parsons, 1968) is reflected in the College of Policing’s vision and aspiration for the PEQF. In this approach, knowledge is interpreted in many ways; as knowledge gained by the individual either on entry into the profession or during continuing professional development, or as a body of knowledge created and owned by the profession through research (Eraut, 1994).

It is evident that this approach relates well to that of the traits-based approach to defining a profession. Carr-Saunders & Wilson (1933) and Greenwood (1957) propose that it is apparent that a profession is defined
by a list of traits, which include a professional body, a code of ethics, evidence-based practice and accredited employment. It is unmistakable that the police service is adopting many of these traits and responding to the ideology of professionalism, embodying appealing values including those of service, trustworthiness, integrity, autonomy and reliable standards McIntyre (1994). while it is clear these traits resonate well within the service there is a longstanding view that traits can be added to altered or weighted to allow inclusion or exclusion of certain professions (Millerson, 1964) (Wilensky, 1964). There still remains criticism of the traits approach, with the argument being that it is analytical and static, so when compared to a list of professional traits, an occupation either is or is not defined as a profession (Holdaway, 2017).

The established trait approach to understanding professions is something that has been influential to many occupations seeking to establish themselves as professions (Green & Gates, 2014). As will be discussed in more detail later in this chapter it is evident the College of Policing is adopting this traits-based approach and sees the PEQF as being a key platform on which to build and embed transformation of the service. Considering Eraut’s (1994) observation of a profession by which professional bodies allow entry based on the ideals of pupillage, internship, enrolment in a ‘professional college’, and through examination or qualifications attained at universities, it could be argued the PEQF starts to lay the foundations to support this transformation for the police. Further to this Neyroud’s (2011) recommendation for degree level education for officers on entry pays more than a passing resemblance to this model of professionalisation, which is synonymous with other classic, ‘learnt’ (Holdaway, 2017) professions such as law and medicine.

2.3 Characteristics of a profession

Having considered some of the challenges around defining a profession, this section will explore characteristics used to articulate more specifically
a profession. As identified in the previous section one of the criticisms of the traits-based approach is the ability to adapt and change these traits. What follows is a consideration of how these characteristics have evolved over recent years. In 1963 it was Barber who identified four essential attributes of a profession, which can be summarised as a high level of generalised and systematic knowledge, an orientation to serve the community rather than self-interest, a high degree of self-control and a voluntary, shared code of ethics, and a system of rewards (Barber, 1963). By 1972 these traits had been reaffirmed and added to with the inclusion by Schein (1972) of two more traits; a defined and practical purpose to the profession and a lifelong commitment to learning by its members. Once again, the role of intellectual activity featured high in advocating the status of a profession. This clear theme of learning and development is referred to as requiring a ‘Mastery of a complex body of skills and knowledge’ (Cruess et al., 2004, p. 74). As will be discussed in more detail in Chapter 5, by comparison both paramedicine and nursing have implemented professional registration as part of their respective journeys to professions. This is something both Flanagan (2008) and Neyroud (2011) recommended within their reports, calling not only professional registration but for national occupational standards and national education standards.

As introduced earlier the Policing Vision 2025 document clearly articulates a direction of travel for the police, identifying business areas for improvement, education, service delivery and ethical behaviour. There are clear synergies between this narrative and the research undertaken by Green & Gates (2014) of a traits profession. This further evidences the alignment with the College of Policing to a traits profession and the introduction of the PEQF to support the professionalisation of the police. This chapter will now look to consider the current status of the police as a profession and will conclude by reflecting on the College of Policing’s approach and how this resonates with the work of Green & Gates (2014).

2.4 Current status of the service as a profession
Early visions of a professional police service from the likes of Vollmer (1936) and Wilson (1968) saw a service comprised of independent professionals working to high ethical standards and developing scientific methods. Kleinig’s (1996) observation suggested that this vision stood in contrast to the established view of policing as a working-class occupation. Reiner (1985) argued that it took until the last quarter of the 19th century for the notion of a specific ideology of a public service, a distinct professional identity and a recognised professional body of policing skills and knowledge to emerge. The ideologies mentioned are further reflected in recommendations from the Neyroud (2011) report on leadership and police training.

In 2015 the College of Policing outlined its strategic intent for the professionalisation of the police service. In consultation with the National Police Chiefs’ Council (NPCC), a number of work streams were devised to achieve this and were set out within the NPCC’s Policing Vision 2025 document (NPCC, 2015). Policing Vision 2025:

*Sets out our plan for policing over the next ten years. It will shape decisions around transformation and how we use our resources to help to keep people safe and provide an effective, accessible and value for money service that can be trusted.*

(NPCC, 2015, p. 2)

The College of Policing is co-ordinating the development of specific areas of business which will come together to evidence the road map for professionalisation of the police. The single work stream which is central to this research is the PEQF and the impact it will have. The development of the PEQF and the academic products within it began in 2015 through the creation of the trailblazer group for the development of the apprenticeship standard, qualification and national police curriculum. This group continued its work beyond the PCDA to develop the other initial entry routes into the
police referred to within this thesis. Further to this the group remains involved in constant review and evaluation of the implementation of these products. The PEQF links directly to the ambition that the police service will attract and retain a workforce of confident professionals able to operate with a high degree of autonomy and accountability and better reflect the communities it serves (NPCC, 2015). The agenda sets the tone for a transformational change to both recruitment into the police and continuing professional development of those within the service. It should be noted that at the time of writing the initial entry routes products within the PEQF have been developed, but forces are at varying stages of implementation. This ranges from forces who are delivering these programmes, forces still in the development phase and those still to procure HE partners for delivery. Questions still remain around the CPD qualifications within the PEQF and the timeframes for development and implementation of these. There remains work to be done in securing unanimous confidence and support for the PEQF from the service. There are some forces, most notably Lincolnshire, who are challenging the requirement for graduate qualifications to be associated with police officer competence. Sara Thornton, Chair of the NPCC, questioned during their 2017 conference the sustainability and need for such mandated qualifications for senior officers. This is a rhetoric which is still being replayed and remains a barrier to the development of qualifications beyond the entry routes.

The police service in England and Wales would appear to be the subject of consistent and far-reaching reviews. As reflected in Neyroud’s 2011 review, the current upheaval and thrust for reform comes on the back of the public exposure of historic and contemporary police failings and alleged poor police leadership. Wood & Tong (2009) present a litany of shortcomings predicated on poor standards of investigation into such areas as sexual offences, and events such as Hillsborough and ‘Plebgate’ which expose misconduct be officers. Holdaway (2017) adds that it is cases such as Hillsborough that bring questions about the reliability of police integrity into
public view. It is events like this which call into question from outside the service the existing self-claimed profession status. Added to this mix is the fallout from independent reviews such as those conducted by Winsor (2011) on police pay and conditions, Neyroud (2011) on police leadership and training, and the burgeoning pressures of austerity. All of this suggests that the service still has some way to go in terms of acting professionally and being recognised as a profession by those who sit outside it.

Neyroud’s (2011) review of leadership and police training was critical of both and called for the creation of the College of Policing and a move to professionalisation. Neyroud further observed that the service needs to move from being a service which acts professionally, to becoming a professional service. There remains conjecture from individuals within the service that acting professionally makes policing a profession and as such the PEQF is a means to recognise this, rather than establish it. This aligns to Holdaway (2017) who terms this process as re-professionalisation of the police, claiming that the notion of the police officer as a professional is not new unlike the police and academic commentary which is being put forward as the way by which to professionalise the police.

The current reform predicated on the College of Policing’s strategic agenda for professionalisation, presents the PEQF as a foundation from which to build. For some time it has been suggested that professionalisation is a reform mantra, which is being held as the one which will cure all ills (Savage, 2007). As has been discussed already and is referenced throughout this thesis, professionalisation is by no means a new concept and in the eyes of many, one which already exists within the service. With this attitude and perception by those within, the reality of meeting the College of Policing’s aspirations could be a challenging one.

There has been much debate as to what a professional police service would constitute and what success would look like. As the setter of standards for the police service, the College of Policing must lead on establishing this
identity. However, it is acknowledged that the road to a professionalised service will not be straightforward. In order for the College of Policing to gain unanimous support for their vision, and in turn the PEQF, they must articulate a clear common understanding of what being a profession means (Kahlil & Liu, 2019). In order to consider how this vision may be articulated, the thesis again defers to the research by Green & Gates (2014) and will consider how the police service in England and Wales is moving toward demonstrating these identified characteristics.

2.5 Green and Gates and the professionalisation of police

The work undertaken in researching the professionalisation of the police in Australia is referred to on a regular basis throughout this thesis. This work, which identifies professional traits and looks at how policing reflects these, is relevant to the direction of travel being taken in England and Wales. The particular characteristics identified by Green & Gates (2014) clearly set the professionalisation of Australian policing in a traits based professional context. It is clear that the model being proposed by the College of Policing has many similarities to this, and further, Green and Gates demonstrate how policing in Australia conforms to this model. However, they acknowledge that it is still relatively early within the transformational journey and only time will tell if this model yields the desired results. Green & Gates (2014) identify these characteristics as 1) service to the community, 2) self-regulation, a code of ethics and accountability, 3) autonomy, 4) social movement and socialisation into the profession, 5) self-organising membership, registration and awards, 6) body of knowledge and higher education, and 7) lifelong commitment to learning.

While the first five characteristics identified above will be met by other work streams within Policing Vision 2025, it is without doubt that characteristics six and seven are addressed by the introduction of the PEQF. It is with this area of professionalisation that this thesis concerns itself. However, as identified earlier other Policing Vision 2025 work streams across the
business of policing are also contributing to this professionalisation. It is therefore useful to measure how the police service in England and Wales is starting to identify across all these characteristics. It is this measure to which this thesis now turns, conducting a short comparison of the service in England and Wales to the characteristics identified by Green & Gates (2014).

Service to the community

The fundamental model of policing by consent within England and Wales places service delivery to the community at the heart of policing. It is also acknowledged within Policing Vision 2025 that one of the benchmarks for success will be improved service delivery to the increasingly diverse communities the police serve. Further to this, Policing Vision 2025 identifies the need to have a service which increasingly reflects the demographic of these diverse communities. Fitzgerald (1989) and Wood (1997) identify the tension between the legitimisation of the police being drawn from the community, and the perceived elitism that necessarily follows the claims of professional status. There is a growing rhetoric which comes from the service as it engages with the PEQF, claiming that the requirement for graduate entry will create a service made up of members who are further alienated from the communities they serve.

Self-regulation, a code of ethics and accountability

There is clear evidence that recommendations from Neyroud (2011) are being implemented, for example the creation in 2012 of the College of Policing as an independent professional body for the service in England and Wales. Barber (1963) and Cruess et al. (2004) state professionals have a voluntary shared code of ethics and are governed by a code of conduct which makes them accountable to the society they serve, and the creation of the College of Policing’s Code of Ethics aligns to this. However as will be discussed in more detail in Chapter 4, the College has a different
relationship with this compared to the models adopted by the professional bodies of nursing and paramedicine.

Clear lines of authority and regulation are apparent in other professions closely aligned to policing which allow for regulation and control of their members. Fournier (1999, p.280) argues that ‘the disciplinary logic of professionalism’ creates the identity of the professional and prompts actions related directly to it. As identified earlier through Marshall (2015), the College of Policing has established, implemented and holds officers accountable to the code of ethics. This values-based code, sets and defines the exemplary standards of behaviour for everyone who works in policing. Flanagan (2008) argues that policing is one of the most accountable occupations, with not only very high levels of self-discipline, autonomy and accountability, but also numerous layers of internal and external scrutiny. However, at present ‘membership’ is something which the College of Policing is not willing to endorse. It would appear that the expectation of the College of Policing is that by having officers who align to defined police competencies, they will create officers who regard themselves as professionals and act accordingly, but with no way of the College holding them to account. As will be discussed in more detail in Chapter 4, this is at odds with other similar professions paramedicine, nursing and social work for example and starts to undermine the legitimacy of the code of ethics and graduate qualification requirement.

**Autonomy**

In considering the move away from the self-regulating service to the service being regulated by organisations with significant lay influence and control (Holdaway, 2017), it could be argued that the service is losing some of that autonomy. However as identified by Green & Gates (2014) even the young novice Constable, from the very first moment of service, is afforded a level of autonomy and discretion with regard to powers to curtail a person’s liberty, allowing them to take the most serious action to achieve
this. This is unlike almost every other service level occupation. Oliva & Compton (2010) suggest that this responsibility alone is enough to identify the service a profession, adding that with such demands, the education and preparation of police officers should be of the highest quality. However, it has long been argued that the hierarchical nature of the police by default restrains some of this autonomy and discretion, and that the ‘hierarchical nature of policing is that it is precisely a system of regulating discretion’ (Fernie et al., 2019, p. 15).

Social movement and socialisation into the profession

As recognised earlier Denzin (1968) suggests that the police recruit likeminded people who develop strong ideologies with strong socialisation and techniques for bringing individuals into the fold. This has been interpreted by others such as Lawson (2011) as a police culture that closes ranks, protects each other and recruits from within. A less critical approach offered by Goldthorpe, Lockwood, Bechhofer & Platt (1968) described the true professional as an individual with a focus on working to the highest possible degree, with the job coming first, all day, every day.

Self-organising membership, registration and awards

As already identified, membership is considered a principal trait with the classic model of professionalisation being brought forward by the College of Policing. Eraut’s (1994) observation that membership to a profession should be via pupillage or internship along with academic qualifications, places professions ‘... being beyond reproach’ (Eraut, 1994, p. 2). Eraut expands these principles, adding that if state control is unacceptable then control has to be vested to the experts. This has motivated the emphasis put by professions on moral probity, service orientation and codes of conduct. Rueschemeyer (1983) agrees with this ideology of functionalist professionalism.
The professions strike a bargain with society in which they exchange competence and integrity against the trust of the client community, relative freedom from lay supervision and interference, and protection against unqualified competition, as well as substantial remuneration and higher social status (Rueschemeyer, 1983, p. 41).

The College of Policing, through the PEQF is establishing a minimum benchmark for professional entry qualifications and aligning police officer CPD and promotion more towards other professions where academic qualifications are key to progression and credibility. This approach, in itself, will significantly contribute to the established ‘What Works’ agenda and the desire by the College to embed an evidence-based approach to 21st century policing. However as mentioned previously the College of Policing at this time is not looking to enforce any form of professional membership or fitness to practice requirement. This once again undermines their traits or classic approach to professionalisation of the police.

This debate suggests that there remain differing views on what constitutes professionalisation of the police. It remains clear that the College is putting significant weight in the traits approach, placing education centrally with the introduction of the PEQF, the development of a body of knowledge through the What Works in Policing agenda and the introduction of a code of ethics. However, the apparent lack of enthusiasm to implement the full spectrum of PEQF qualifications and registration of members leaves questions as to how the College of Policing truly sees its destination for a professional police service. When comparing the police with other similar professions, such as paramedicine, nursing and social work, the importance of early education is evident. However, as is identified here and will be discussed further in Chapter 4, this approach is one which cannot stand alone.

Body of knowledge
A further recommendation from Neyroud’s (2011) traits-based approach to professionalisation calls for a body of knowledge which is central to the transformation. Cruess et al. (2004) claim that one of the key determinates of a profession includes the mastery of a complex body of knowledge. The College of Policing’s proposed curricula within the PEQF and the development of the *What Works in Policing* agenda, which create and maintain a body of academic and practice knowledge, align to this mantra. This is not without its challenges. As Green & Gates (2014) point out, this level of research and learning is the domain of higher education. Police training is currently delivered in-house with little compulsory CPD taking place outside of the organisation. Rojek et al. (2012) add that the apparent lack of engagement of practitioners undertaking research compounds the problem. This supports Rosenbaum’s (2010) claim that most research undertaken by non-police academics tends to come from the perspective of a particular discipline interest. With Holdaway (2017) suggesting that research by academics tends to be about the police rather than for the police, there is a clear need to develop research from within the service by practitioners. Bradley & Nixon (2009) claim that it is the use of and engagement with practitioner led research that is necessary to drive the establishment of a complex body of knowledge, and as will be seen in Chapter 4 this approach is now embedded within nursing as a profession. However, it has to be acknowledged that it has taken nearly 30 years for nursing to reach this position. As suggested previously, the College is driving this agenda with the anticipation that this evidence base will be built upon through a mix of academic and practitioner led research, shared and used to inform developments in policy, practice and procedure, which in turn will develop the profession. Without doubt the PEQF will support this initiative but there is risk if the PEQF stays only implemented for the lower ranks at graduate level.

Building on Neyroud’s (2011) review and following the establishment of the College of Policing, in 2015 the Chief Executive Officer of the College of
Policing, Alex Marshall, spoke at the annual conference outlining the work already undertaken to

...develop a body of knowledge of 'what works in policing', the publication of a code of ethics, a programme of continued professional development and accreditation of officers to a professional body.

(College of Policing, 2015a)

Consideration must be given with regard to the relationship between that body of knowledge and the profession. Other professional bodies that govern professions are proponents of the ideology that knowledge and expertise is the prime source of professional power and influence. Burrage (1994) suggests that the foundation of 'Professional Schools' in universities almost always preceded the development of the professional practitioner. This is certainly the case with both paramedicine and nursing, where the development of academic disciplines in these areas has supported the transformation to a profession (Kahlil & Liu, 2019). While partnerships between policing and higher education are not new, the PEQF and the wider professionalisation agenda will force some of these relationships to be reshaped and reframed. Holdaway (2017) adds that there are additional challenges within higher education, as policing is still currently seen as a subject area rather than a discipline, and as such will sit in differing schools or faculties within different universities. Once again this is an area which would benefit from clear direction and support from the College of Policing. As will be seen in Chapter 4 there are lessons which can be learnt here from nursing and paramedicine about how they manage their developing body of knowledge.

Higher education and lifelong commitment to learning

In line with Higgs, McAllister & Whiteford (2009) and Eraut’s (1994) traits theory of a profession, the engagement with HE and lifelong learning should
commence with entry into the profession via completion of an intense (commonly degree-based) educational programme. It is without doubt that the PEQF introduces qualifications into the police service for new recruits which have not previously existed. This is evident through national curricula which lay out specific academic and operational competencies to be successfully completed to attain the qualification and ‘confirmation in post’. This approach of having a qualifying officer hold degree level qualifications reflects other similar graduate professions, for example nursing and paramedicine. Critics of this approach question the disconnect between learning and application, Paterson (2011) questions the added value that HE institutions bring to police training and education. Simmill-Binning & Towers (2017) however promote the opportunity more positively, suggesting the value of HE lies not in the direct application of the knowledge gained, but rather the development of critical thinking skills. The relationship between higher education and the police as transitions are made to these new programmes is paramount. As will be explored in the following chapter, programmes must be collaboratively designed, developed and delivered. The relationship between the academic learning and the practical application of that learning in the workplace is paramount and must be at the fore of these collaborative provisions.

Beyond this the College of Policing has a role to play within the ongoing implementation of the PEQF in terms of the initial entry routes and qualifications associated with CPD, and the links to lifelong learning. Currently implementation of the PEQF sees this favouring new recruits who are subject to this transformational development toward professionalism from day one of their service or earlier. Whereas existing staff – at present due to the stalling of other qualifications within the PEQF – are offered little support for this transformation. Whether this is by design or otherwise is not clear, but it does expose the service to a potentially interesting dynamic. Evetts (2011) makes a distinction between assertions for ‘professionalism from below’ and ‘professionalism from above’. The former
refers to practitioners’ claims about their status and authority, more usually concerned with autonomy and aspects of self-regulation. The gains from ‘professionalism from above’, initiated by senior managerial staff and government, are different, more concerned with standardisation, bureaucracy, assessment, the codification of ethics, continuing education related to a body of professional knowledge, collegial authority, a strong sense of purpose and, crucially, regulation (Muzio & Kirkpatrick, 2011).

Hough & Stanko (2018) indirectly make reference to this concept in their research, but further introduce the notion that professions which have come about as a way to regulate unco-ordinated, independent practitioners have introduced bureaucracy which allows hierarchical regulation. They further identify the clear intention ‘to transform policing into a knowledge-based profession to some considerable extent’ (Hough & Stanko, 2018, p. 15). How this knowledge is placed and used within the organisation is critical, in the current PEQF implementation this knowledge at entry clearly aligns to medical type professions and would confer more autonomy on front line officers. By contrast the vision of professionalisation proposed by Peter Neyroud (2011) affords additional educational qualifications for middle and senior officers, suggesting this knowledge base is required for the middle and top police management hierarchy. However, as mentioned earlier, the current approach being taken by the College of Policing will very much introduce professionalisation of the service from below, with new recruits. In order for this transformation to land across the service the College must look to engage officers of all ranks and roles. Interestingly, development and implementation of the PEQF pertaining to these qualifications has stalled, failing to gain traction and potentially undermining this transformational journey.

In conclusion it is evident that the College of Policing by default is positioning its professionalisation agenda to that of the classic traits-based position. Notwithstanding the criticisms from Holdaway (2017) and others this approach isn’t without merit, as we have seen through Green & Gates
(2014). As becomes apparent in Chapter 4 there is clear evidence that nursing and paramedicine have also aligned to this approach. What is clear however, with regard to the College of Policing, is that there are gaps within their approach which may cause one to question the extent to which their current direction of travel fully meets the requirements of this model. It is evident that within the journey so far, the service has made some progress; the establishment of the professional body the College of Policing, and the development of the code of ethics with a clear vision to raise standards and deliver a level of service to communities which is fit for 21st century policing. There is also a direction of travel set in place which will contribute to the creation of a body of knowledge. It has to be noted however that shortcomings arise around membership and how the College of Policing will manage regulation and fitness to practice.

More specifically and with regard to the PEQF and its contribution to professionalisation, it is evident that the implementation of the PEQF has the potential of supporting professionalisation, in particular in respect of the introduction of the initial entry routes and migrating the service toward the ‘graduate’ expectation of a graduate profession. However, the concept of migrating initial police officer development from training to education is not new. Scarman (1982), Holdaway & Benyon (1985), Macpherson (1999), Flanagan (2008) and Neyroud (2011) have all previously called for an academic foundation to police initial training. So, the question that should therefore be asked, is why should this latest approach be any more successful? We have also seen that the lack of clarity around the future of CPD opportunities within the PEQF risks further undermining the PEQF. The following chapter will look in more detail at what can be done to ensure successful delivery of the PEQF.

Furthermore, these gaps potentially leave the College of Policing exposed to the possibility of this transition to a profession being unsuccessful. In order for this transition to truly gain traction and transform policing the College must be consistent in its approaches to implementation across all
traits while presenting a clear vision of what success will look like across all aspects of policing. Hartley et al. (2019) support this, suggesting the College of Policing articulate more clearly the style of professionalisation it envisages.

Having considered the police service as a profession, it is clear there is a road map as to how this journey will take place. Aligning to the traits position, finessing and focusing on the PEQF and the drive to become a graduate profession, provides a platform on which to start calling the police service a profession. However, it is evident that there is significant reliance on successful implementation of the PEQF into the service, the methodology for delivery and the way in which officers undertake this learning becomes critical to success. The following chapter will now explore these challenges and opportunities.
Chapter 3: Research context 2 – Education and learning

Introduction

As noted during the previous chapter, the acquisition and creation of knowledge through education and learning is seen as a key characteristic with regard to the identity of a profession and professionalisation. It is to this characteristic that the PEQF can contribute most. This chapter will consider how education and learning can enhance knowledge development and ultimately how it will influence practice. In doing so it will draw on literature in the fields of pedagogical theories, curriculum design, and learning and development. It further explores potential opportunities for how the delivery of knowledge can take place. It considers the relationship between professional and academic knowledge, considers how the two interact and how this can benefit the transition from police officer training to education as the service undergoes professionalisation.

If we are to accept the notion of the reliance of research and knowledge development as critical elements of the classic definition of learnt professions as outlined in the previous chapter, it is easy to draw similarities between the College of Policing’s What Works in Policing agenda, to established professional bodies’ use of knowledge creation such as that demonstrated by the Medical Council, the Law Society and the British Psychological Society. These professional organisations all generate substantial bodies of knowledge, creating an influential evidence base to help develop practice and disseminate learning.

This thesis considers the role the PEQF within the professionalisation journey of the police. Developing knowledge within officers is at the heart of the PEQF; embedding an evidence-based approach to policing, and ultimately contributing to the wider ‘What Works’ agenda and the body of knowledge associated with being a profession. As such this chapter starts with a discussion of knowledge creation. It then considers education versus training, drawing on philosophies of curriculum design and the challenges
and opportunities presented through the implementation of programmes within the PEQF.

3.1 Knowledge

All three of the proposed graduate level routes of entry into the police share a common ideology of blending academic education and the practical application of that knowledge in order to achieve full operational competence. This approach strongly aligns to Usher's (2000) ideology that programmes seek to produce situated theory entering into, and emerging from, practices. This is supported further by Flyvberg’s (2001) account of the Aristotelian concept of phronesis, roughly translated as practical wisdom. The concepts of how theories can be best situated within context and practice will be discussed further both in this section and when considering the research data collected.

Knowledge construct

Knowledge can be both formal and informal, whereby formal knowledge is developed in a dedicated learning environment and facilitated by a professional educator (Eraut, 2000), and informal knowledge is created through personal individualised work-based learning delivered in a professional setting (DUIS, 2008). The relationship between formal and informal knowledge is relevant within the context of the PEQF because it enables students to develop theoretical and operational knowledge. There is a great deal of debate as to how knowledge is best acquired and formed. One consideration is that knowledge is achieved through academic research. Formal, academic knowledge is described as being theoretical, disciplined, peer reviewed, empirical, and studied in educational settings with a view to discovering new knowledge and theories of how to achieve goals (Schon, 1983). However, he goes on to attest that this knowledge is only truly realised through its professional application, and the learning which comes from this known as informal knowledge. Schon (1983) and Kolb (1984) suggest that as no two situations are ever the same, the
practitioner who applies theory to solve the first problem will have to reflect on their activities and success and re-evaluate the process to apply the theory to the next problem. It is this reflection on both formal and informal learning which comes together to deliver competence, which broadens and creates knowledge (Svensson, Ellstrom & Aberg, 2004).

Scott et al (2004) identifies four differing modes of knowledge construction, identified here as disciplinary, technical rational, dispositional and transdisciplinary and critical and will be discussed in turn later in this chapter. In considering and undertaking this piece of work, it is clear to see how these modes of how knowledge can be constructed and developed and how they are clearly linked to study and achievement within a professional doctorate. Scott et al (2004) suggest the professional doctorates construct relationships between academic and professional knowledge. In line with this approach this research and thesis draws on both academic literature and practical experience, which is used to inform future practice and implementation within the researcher’s own area of practice. Furthermore, there is an expectation that the PEQF will engage with learning at all Levels from 4 through to 8, with a fundamental rationale that learning will be a blend of academic and practice-based with a strong inclination toward reflection. It would therefore be appropriate to assume Scott’s (2004) modes of knowledge construct are applicable across all Levels and give a sound basis from which to approach the implementation of products within the PEQF.

By fully accepting this relationship and the blended approach of academic and practical knowledge, the proposed qualifications within the PEQF should help to create the educational foundations of professionalism on which to build a professionalised police service. However as is discussed in more detail in later sections of this thesis, not everyone sees the integration of police training and higher education as easily achieved. In light of the above and the relevance drawn from Scott (2004), what follows is a brief
summation of the learning ideologies involved and the relationships between them.

The ‘disciplinary mode’ identifies that the student is inducted into the disciplined practice of an established university. Knowledge is established via reflection on established theoretical and methodological frameworks. While there is some engagement within practice it is the theory and methodology that set the boundaries. This ideal has a strong bias towards academic knowledge but Eraut (1994) suggests that knowledge requires a professional context. As will be discussed throughout this research – and is particularly relevant here – there must be a blend of knowledge acquisition and practical application in the professional context or there is a risk the transformation from training to education may fail. As Ramshaw and Soppitt (2018) suggest, if the situational realities and experiences of doing policing do not permit the use of this knowledge, the benefits will be limited.

Although many areas of professional knowledge are dependent on some understanding of relevant public codified knowledge found in books and journals, it is also constructed through experience, and its nature depends on the cumulative acquisition, selection and interpretation of that experience (Eraut, 1994).

The ‘technical rational’ mode identifies the need to engage much more with professional practice. Within the technical rational approach students are urged to step away from their role and comfort zone as a professional practitioner or as an ‘insider’ and look much more on their practice as an ‘outsider’. The rationale is that this will allow them to be more objective and critical in the way they observe how theory impacts on their efficiency to complete a task. Again, this approach has been developed from Eraut’s (1994) theory that learning takes place during the use and transformation of knowledge into a situationally appropriate form. This means it is no
longer the same knowledge that it was before. This adds to the idea that it is inappropriate to think of knowledge as first being learnt and then used.

The ‘dispositional and transdisciplinary’ mode takes these ideals a stage further, suggesting that development of knowledge is through reflection. Scott (2004, p. 48) suggests that ‘One version of the mode of knowledge suggests a non-prescriptive view of the relationship between disciplinary and practice-based knowledge’. In other words, theories and methodologies written outside the workplace are useful tools and recourses for the practitioner, but they do not provide the technical knowledge of how to manage the workplace in practice. It is again this constant adaptation of theory to practice and reflection which creates knowledge. In its extreme the dispositional and transdisciplinary mode is seen as having no role for outsider theory as this operates outside of practice.

The ‘critical mode’ is centred around critical reflection, where the purpose is implicitly or explicitly political or for change purposes. Critical knowledge is very much practitioner driven, acknowledging theory which is derived from within the profession as useful.

It is evident that Scott’s (1994) modes offer a range of interaction between theory and practice-based learning, with all demonstrating a degree of reliance on reflection to consolidate learning. At the extremes it could be argued that the disciplinary mode’s strong theory base and practice application, when seen as an aside, offers a limited means to influence further theory or knowledge and offers less opportunity to push the boundaries of this newly acquired knowledge in the workplace. The critical approach, while heavily practice informed, could be seen to be too inward looking and constraining on the influence of academic theory within the learning. However, as future developments of the senior qualifications continue to develop, this approach may support the change management which will be required for full implementation of the PEQF, but that is a debate beyond the scope of this research. It is claimed that it is the
application and subsequent development of theory from practice which creates knowledge.

Outside these two extremes there is a blend where academic and professional knowledge work closely together. As will be discussed in a later section of this chapter, one key practice that binds them together and engages the student in the deepest learning is reflection; not just on practice but also in relation to the relevant theory and methodology. It is within this middle ground that there is the real potential to better professional practice and to develop professional knowledge and therefore professionalism.

If programmes delivered within the PEQF are to rightly address the continuing professional development of officers throughout their career, they must integrate a blend of academic and professional knowledge and reflective practice at the heart of the qualification. This practice reflects the aforementioned idea of seeking to produce situated theory entering into, and emerging from, practice (Usher, 2000). This blend of developing academic knowledge and practice allows for ample opportunities to engage with reflexivity, the critical and analytical reflection on professional knowledge. Reflexivity is seen as a key component when constructing new knowledge (Schon, 1987), where a student begins to see practice in a different light and takes future decisions and actions in the light of this. This concept of mixing academic and professional knowledge is reinforced by Flyvberg’s (2001) concept of ‘phronesis’, roughly translated as practical wisdom. Flyvberg (2001) suggests that this goes beyond analytical knowledge and technical knowledge and combines them in a new type of knowledge. Such an approach is concerned not only with theories and analysis, but with context, practice, experience, common sense and intuition, and produces what Flyvberg (2001, p. 54) calls ‘practical wisdom’. Svensson, Ellstrom & Aberg (2004) provide a model of blending formal and informal knowledge through reflection resulting in competence (see Fig 1).
They describe competence as the ability of an individual to ‘act knowledgeably, effectively, deliberately, strategically, and reflectively in a situation and involves a union of practical and theoretical knowledge’ (Svenssen, Ellstrom & Aberg, 2004, p. 480).

It is the relationship between knowledge – both formal and informal – and reflective practice which will best deliver the intended outcomes from the implementation of the PEQF. Programmes must be blended allowing for the amalgamation of theory, practice and reflection with the caveat that no single element should be perceived as taking precedent over any other.

### 3.2 Education

In this section, the thesis reflects on what has been identified thus far in terms of knowledge and professionalisation and engages with philosophies of curriculum design and delivery which would support delivery of the PEQF. The College of Policing (2018, p. 5) is clear that one of the overarching aims of the PEQF initiative ‘... is to work in partnership with the police service and higher education sector to set minimum education levels, by level of practice or rank, for those working in the police service’. 
As previously stated, the three initial entry routes into the police identified within the PEQF are a pre-join degree, the Police Constable Degree Apprenticeship (PCDA) and the Degree Holder Entry Programme (DHEP). This is in line with the College of Policing’s (2018, p. 10) aim that ‘The framework will ensure entrants into policing at the rank of Constable will receive a professional education’. In order to achieve this all entry routes share a common national policing curriculum for the education of all police Constables. Each entry route will maintain its own distinctiveness and timescales of study, however it is essential that all routes deliver the same academic and professional outcomes. As such, whichever route is chosen by the potential new recruit, their education journey will include input from both higher education and the police service, academic and practice-based learning and the completion of both academic and operational assessment requirements.

This learning will be undertaken either before or after joining the police and will deliver a police Constable who will have reached the required level of knowledge and operational competence to be ‘confirmed in post’ (College of Policing, 2017). It could be argued that this is not significantly different to existing practices and routes into the police, but the significant change here is that the College is mandating Level 6 learning, as opposed to Level 3, and national consistency through the National Police Curriculum.

At this point in the thesis, it is worth reflecting on the differences in education expectations between Level 3 and Level 6, see table appendix 1.

In summary, students who attain Level 3 are able to apply established approaches to solving well-defined problems, to undertake some self-directed activity with broad guidance and to undertake evaluation. Graduates at Level 6 are able to apply transferable skills and problem-solving strategies to a range of situations and to solve complex problems. They are able to exercise personal judgement in a range of situations, use their initiative and take personal responsibility for decision-making in complex and unpredictable contexts. From this it is clear to see how the
acquired skills and levels of learning at Level 6 support the traits and characteristics of a profession as identified in the previous chapter.

At the heart of new entry routes into policing is a new national curriculum. This curriculum has been developed in partnership with the College of Policing, the police service and the HE sector. Not only does it reflect the Level 6 learning expected at undergraduate study, but in line with the College of Policing expectations, will deliver a workforce equipped with skills and capabilities necessary for policing in the 21st century (College of Policing, 2018). However, this does mean that the delivery of police training cannot continue in its present form and must be the product of collaboration between HE and the police service with a vision to transitioning existing police training to police education. This thesis will now consider training and education, before considering these new academic partnerships.

**Training versus education**

The relationship between the police and higher education has not always been easy, often marred by ‘distrust on both sides, trepidation and suspicion’ (Charman, 2017, p. 63). As is the thread throughout this thesis, in order for the PEQF to realise its full potential the relationship between the service and higher education must develop, although as has been referred to previously, existing relationships have improved with the introduction of locally agreed pre-join qualifications.

As this thesis has already identified, the professionalisation of the police is identified as transition from occupation to profession. In essence it sees the police moving from being viewed as a trade or craft to being viewed as a profession. This in itself would suggest there is an equivalent shift required in the way new recruits are prepared with the skills, knowledge and behaviours to undertake their duties. As Charman (2017) suggests, this means moving from training to an investment in the education of its new recruits. The PEQF has been developed in collaboration between the College
of Policing, the service and higher education with the intention to deliver police education without the loss of essential police training.

As previously mentioned, the current initial police learning and development programme is training delivered at Level 3, usually consisting of a classroom based knowledge input lasting approximately 20 weeks followed by ten weeks coached operational development. White & Heslop (2012) propose that education is classroom based and training is street based. As will be discussed through the data analysis there remains a narrative from within the service that the PEQF is just replicating what is already in existence, with universities adding some wrap around academic learning and awarding the degree qualification. Wood & Tong (2009) suggest that the differences between education and training are overstated, however there is a wider consensus that training involves the acquisition of specific skills which are essential to perform a series of tasks, and education is focused upon the development of critical thinking skills through embracing more conceptual and theoretical analyses (Jones, 2016; Kratcoski, 2004). It is this notion the PEQF programmes wish to address by developing and increasing the amount of critical thinking applied within education, raising the Level from 3 to 6. Lee & Punch (2006, p. 81) have referred to these analytical, questioning, written and verbal skills as ‘social capital’. This will allow the new recruits educated under the PEQF to consider the ‘why’ of policing in addition to the ‘how’ (Clements & Jones 2009, p. 204).

The PEQF further allows for significant review of how new recruits are assessed not just with regards to knowledge and competency but in relation to attitudes and behaviours. The current competency-based approach to assessment side-lines critical reflection and rules out other alternative perspectives (Constable & Smith, 2015). Values, attitudes, beliefs and, ultimately, potentially behaviours, are unlikely to be able to be assessed within a competency based framework. Engaging with relevant assessment methodology aligned to higher education allows the opportunity for the
assessments of students through the prism by which education sees itself; one of reflexivity, and measurable through critical thinking and innovation (Jones, 2016).

As has been a thread throughout this thesis the delivery of these new programmes is something which cannot be achieved by the police or the universities independently of each other. Both Flanagan (2008) and Neyroud (2011) called for closer relationships between the police and HE, and the basis for this argument appears to come from two strands.

First, it is argued that the type of learning which police officers require to operate in the modern world is one most closely associated with the learning that takes place within a university setting. Second, it is argued that similar professions such as nursing and education not only require their new recruits to have a university degree, but to have financed this degree themselves before application and selection (Flanagan, 2008).

Neyroud specifically recommended a pre-entry national qualification, with delivery being split between HE institutes which would focus upon the wider context of policing in society, and police training centres, which would focus on more practical policing skills (Neyroud, 2011). While this approach moves initial police training a step towards embracing education, it retains the opportunity for the police to continue police training in isolation of the higher education academic learning. This approach would continue to reflect the current training model of learning knowledge in the classroom with application taking place later in a different location. In comparison to nursing, where learning and application take place simultaneously with both being assessed through their involvement with higher education, police officers are deemed competent through the completion of the practical, rather than the more theoretical, elements of the initial training programme (White & Heslop, 2012).

Higher education and the police in partnership
As already noted, the call for the national upgrading of police training is not a new concept. However, current practice is that police training is delivered in-house by the constabulary and the national requirement for the completion of the Level 3 diploma is inconsistent. Nevertheless, since the early 2000s constabularies started to engage in local agreements with HE institutes to deliver pre-join foundation degrees (Tong & Wood, 2008), suggesting that universities are natural partners in developing professional police officers. While programmes were developed for local needs with local quality assurance strategies, there were some national similarities and consistencies. In the main, programmes adhered to the content of the current Initial Police Learning and Development Programme (IPLDP) curriculum and had the opportunity for students to undertake an operational attachment as a Special Constable. Programmes were delivered in the main in the HEI by HEI staff, with local partnerships observing varying degrees of police officer input. These partnerships and programmes have been the subject of much academic evaluation (Heath, 2001; Tong and Wood, 2008; Simmill-Binning & Towers, 2017). Findings from such reviews are discussed in more detail along with data from interviews in later chapters.

As the PEQF is now being implemented and is replacing initial police training schemes across a number of forces in England and Wales, the College of Policing (2010, p. 10) is clear that successful implementation relies on ‘...professional collaboration between the police service and the higher education sector’. Partnerships between the police and HE are not in themselves new. Savage (2007) argued that police engagement with higher education could be broadly grouped into three categories. From the 1960s to the 1980s the ‘scholarship’ phase allowed for potential individual ‘high-fliers’ to gain sponsorship to undertake full time degree study at universities. From the mid-1980s to the new millennium, higher education institutions worked loosely in local partnerships with constabularies, offering degree programmes roughly aligned to officer development. The
‘contract’ phase emerging in recent years is where higher education institutions and, in some cases, further education, were engaged by the police either in part or in full to deliver police training under contract. The foundation degree is a classic example of this.

The current approach being proposed by the College of Policing through the PEQF will call for much more formalised relationships, requiring police forces to procure partnerships with universities. These relationships will, by default, be tri-partite in respect of the College of Policing, which will licence partnerships to deliver programmes. As such, I suggest this has developed a stage further from Savage (2007), and propose that we are now entering a fourth phase of partnership; the ‘licenced collaboration’.

At the centre of these ‘licenced collaborations’ is the delivery of a national police curriculum through licenced PCDA and DHEP programmes. The development of the National Policing Curriculum (NPC) was led by the College of Policing but has been co-designed with input from the police service and HE. However, when it comes to implementation, design and delivery of programmes, this is left to the discretion of individual partnerships. In order to make implementation land successfully and realise maximum benefit from these programmes, partnerships must consider current philosophies of curriculum design which have informed the development of the NPC. Toohey (1999) identifies five philosophies of design for curricula within HE. What follows is a brief synopsis of each along with a consideration as to how these may or may not support the delivery of the new NPC. Further to this, consideration will be given to how HE programmes can relate to evolving professional entry routes, how programme structures integrate with work activities and how the workplace can be used as a site of learning.

3.3 Philosophies of curriculum design

Peach (2010, p. 451) explains that Toohey’s (1999) philosophies consider different thinking around the adoption of curricula into HE and what each
account as ‘... legitimate knowledge, appropriate learning goals and particular perspectives on education’.

In the traditional or discipline-based approach, theory and abstract take primacy of place in the development of knowledge over the student interest, learning process or relevant issues in contemporary society (Toohey 1999). As such, this approach in isolation does not support the current thinking in policing. While this approach could support the movement of policing from a subject to a discipline within HE, it lacks the required engagement at practice level sought by the College of Policing.

Toohey (1999) explains that in a performance or systems-based approach, curricula are designed to achieve pre-specified ends. Content is usually based on research into professional practice. While on face value this would be an approach that could support the development of future police officers, Knight (2001) argues this outcomes-led approach focuses on the ends rather than the means. Peach (2010) adds that the process of learning becomes incidental as the outcomes are often skills-based. Thus it could be suggested that this approach would maintain the status of initial police training and avoid the desired move to elevate this to initial police education.

In contrast to the systems-based approach, the cognitive approach gives primacy to the development of high-level critical thinking, reasoning, analysis and intellectual development. This approach increases an individual’s intellectual abilities, creating deeper thinking and more effective problem solving (Toohey, 1999). These are attributes which the College of Policing are keen to develop in new recruits. However, this approach lacks the links to practice which have already been identified as fundamental to the development of new police Constables and their learning journeys.

In the experiential or personal relevance approach students are placed at the centre of the curriculum, learning through experience in a way which
has personal meaning to them (Toohey, 1999). This approach lacks some of the imposed content and structure in the curriculum found in other approaches. The approach relies heavily on – and values – the learner’s freedom to take responsibility for their own learning. This approach could be seen as a way of supporting the development of officers embedded in the workplace, learning through experience and practice, although as previously discussed the very structured learning content of the NPC could be seen to set limits on how well it may work. As will be discussed later, it is for collaborations between forces and higher education to embrace the opportunities the PEQF presents and move police training from its current position to police education at graduate level with embedded reflective practice and a work-integrated approach, this experimental approach would complement the new curriculum well.

Toohey (1999) explains that the underpinning principle of the socially critical approach is that of a socially critical ideology, therefore the approach supports the development of students’ critical consciousness of the present ills within society and develops the skills and motivation to challenge them. This approach sits well with the social sciences, the discipline in which policing appears to sit in most HE institutes. Based on this brief summation it is clear to see that this approach would work well for the new era of police education.

In addition to this, academics introduce alternative approaches which reflect current thinking and educational requirements. For example, Young’s (1999) notion of critical vocationalism suggests that HE should draw on vocational education and integrate this with intellectual, academic personal development to better prepare students for professional learning for employment. Peach (2010) takes this a stage further by building on Toohey’s (1999) approaches and incorporating elements of Young (1999). In doing so Peach (2010, p. 455) introduces the notion of ‘socially critical vocationalism’ (SCV). This is further referenced by Peach & Clare (2017), who summarises it as an approach which provides education that is socially
The Graduate Cop: Professionalising the police through the PEQF, one graduate at a time.

responsive and professionally orientated in order that students are able to effectively contribute to society. Peach & Clare continue that for this approach to work, she feels higher education needs to reconnect with its democratic purpose and re-assert its leadership role in preparing students for citizenship in a global society. This opens a significant debate about the role of the HE sector within this area, which is beyond the scope of this thesis. However, in the context of the new national policing curriculum and the potential for professional, licenced collaborations between HE and the police service, this approach and argument may be relevant.

There is a clear rationale for the new curriculum to align to this SCV philosophy, but as previously stated it is one thing to have a curriculum deeply rooted in a particular philosophical approach, but to ensure the follow through of the intended outcome, the manner in which the curriculum is delivered remains a significant factor.

It is within this area that there remains significant debate as to how best to, and who will, deliver this curriculum. The three variants of the entry route programme will all have nuances to best serve the needs of new recruits engaging with them. Each route has its own internal and external factors which will impact on delivery. The pre-join degree – most aligned to traditional HE qualification – is subject to Quality Assurance Agency (QAA) regulations and the licencing requirements and parameters imposed by the College of Policing. The Degree Apprenticeship will afford the opportunity for true partnership delivery, providing the opportunity for graduate level study and operational work-based learning. This will be subject to College of Policing approval along with the requirement to meet the Education Skills Funding Agency (ESFA) and Institute for Apprenticeships (IFA) criteria for Degree Apprenticeships. Like the apprenticeship route the Degree Holder Entry Route will require the services of HE to be procured by constabularies. Programmes will be licensed by the College of Policing and subject to QAA regulations. With the exception of perhaps the pre-join degree, one party or the other cannot
deliver a programme in isolation. Nor is it a case of HE institutes purely accrediting existing police training. These conflicts and others will be discussed more widely in future chapters, while this chapter will now progress to consider opportunities for learning.

3.4 Challenges and opportunities for implementation

It is clear the PEQF offers both challenges and opportunities for how the national police curriculum should be embedded within programmes and ultimately delivered into the police service. This is further impacted by the complication of what is to be deliberated when delivering apprenticeship programmes. This section will start with a consideration of apprenticeship programmes and how their specific characteristics may or may not influence those challenges and opportunities.

Apprenticeships

As previously mentioned, the higher level and degree apprenticeship agenda is founded in 2015 government policy. The qualifications were intended to be ‘... an innovative new model of bringing together the best of higher and vocational education’ (DBIS/PMO, 2015). By default, this places a partnership between the police service and higher education at the heart of both the development and delivery of the proposed Police Constable Degree Apprenticeship (PCDA). However, as Bishop & Horden (2017) suggest, various researchers and evaluators have identified difficulties in relationships between HE and employers, and within the development of these new high-level qualifications. These difficulties include the cost of setting up the provision, employer voice and representation, sustainability, governance, culture clashes and academic drift (Brennan et al. 2006; Fuller & Unwin 2012; Horden, 2015; Keep 2014).

In an attempt to mitigate some of these issues and concerns, the IFA and ESFA govern guidance for the development of higher and degree level apprenticeships. Higher-level apprenticeships must be employer led and the apprenticeship qualification must contain a certain standard identifying
skills, knowledge and behaviours expected of a successful apprenticeship. In order to fully assess the competence of the apprentice, this standard is supported by a holistic assessment strategy including the End Point Assessment (EPA). To develop the apprenticeship, initial approval is sought from the ESFA via a submission from an employer group consisting of a minimum of ten employers. Once approval is given the development of the qualification can begin. While employer led, the qualification must be developed in consultation with both providers – in this case HE – and if in place, the professional body for the field – the College of Policing – through a group known as the Trailblazer.

At the time of this research, and with regard to the PCDA, the Trailblazer Group has been established for over two years and has the responsibility for development of apprenticeships within the initial entry routes qualifications within the PEQF. The group has also led on the development of other initial entry route qualifications which are not apprenticeships within the PEQF. The Trailblazer Group consists of representatives from the employer group, which has representation from all 44 police forces in England and Wales, representatives from higher education and representation from the College of Policing. While this approach should, and in the case of the PCDA has, appeared to mitigate some of the difficulties within development highlighted earlier, there still remain challenges within delivery of the proposed PCDA.

As acknowledged earlier in this chapter the SCV curriculum philosophy suggested by Peach (2010) underpins the national curriculum. This presents an opportunity for force and HE partnerships to develop programmes which truly embrace philosophy of the Department for Business, Innovations and Skills (DBIS) for degree apprenticeships.

Employers, universities and professional bodies can come together to co-design a fully integrated degree course specifically for apprentices which delivers and tests both academic learning and on-the-job training. ‘We
think this will be the preferred approach for many sectors, as learning is seamless and does not require a separate assessment of occupational competence. A delivery method which will support this curriculum philosophy, is crucial and furthermore will need to be shared across all entry routes and delivery collaborations’ (Great Britain. Department for Business, Innovations and Skills, 2015, p. 13).

However, this approach presents a number of challenges and opportunities with regard to the implementation of these programmes.

**Challenges relating to implementation**

It can be seen that successful implementation of new programmes within the PEQF will involve the balancing of a number of elements, none more so than the challenge of how the national police curriculum is embedded within programmes and how these are delivered to students. If these new programmes fail to transform the initial police education journey they will start to undermine the professionalisation agenda. Generally, police training has been based on a top-down, didactic, instructor-led form of delivery focusing on a student officer’s technical competencies (Paterson, 2011). These approaches are contrasted with the mainstream higher education pedagogies, such as learner-led participatory teaching and learning where critical thinking and innovative ideas are the keys to success (Simmill-Binning & Towers, 2017). While little is known from research regarding the pedagogical impact of different educational and training pathways into policing (Wheller & Morris, 2010), it is clear the PEQF presents a real opportunity, but the challenge will be to truly repurpose the delivery of police training in a way which actually realises the benefits. A recent baseline survey undertaken across police learning and development in England and Wales reports that on average 53 per cent of police training is provided solely in the classroom and only 23 per cent is on the job (Hartley & Khalil, 2018).
There is a long held belief that police officers' learning must be followed by reflective thought and internal processing that links the experience with previous learning, as learning takes place within a cycle of action, reflection and application. However, given that over 50 per cent of police officer learning takes place within a classroom environment separate from where the application of their knowledge takes place, the opportunity for true reflection in action is limited. A study on graduates from a professional graduate programme of social work found that classwork had not adequately prepared them for real world practice (Clapton & Cree, 2004). Failure to incorporate knowledge in a relevant and meaningful way creates a barrier for effective learning, whereas practical examples help the learner to understand and apply theories from the textbook to real situations, which enhances their learning experiences. These views are supported by Bravenboer (2011) who advocates a work-integrated approach where the workplace becomes the primary site of learning. The challenge remains that in order to fully realise the potential of the PEQF, the police service need to embrace, promote, and enable their officers to become reflective practitioners through critical thinking, and policing must be a reflective practice in the fullest sense (Wood, 2018).

To ensure this cycle of learning is truly enabled there is a pressing need to incorporate practice into degree programmes for effective learning and skills development; as Hornyak, Green & Heppard (2007) suggest, people learn best from direct experience, with guided reflection and analysis. It is essential to cultivate the best possible student learning experience in order to develop the necessary knowledge, skills and behaviours for student officers to become fully operationally competent. Practice and critical reflective thinking need to be embedded in the overall programme (Christopher, 2015), as PEQF programmes are professional and service-related studies where the main focus is not only to learn theories but also to learn how to apply the theories in practice. Integration of practice and theory is the central consideration of all learning (Boud, Cohen & Walker,
1993), and it is well document and supported that students learn by doing and solving problems in a real-life context (Knowles, Elwood, Holton & Swanson, 1998; McMillan & Forsyth, 1991). Choi & Lee (2008) argue that these opportunities should be afforded, because what is at stake is the capacity to perform, to put what one knows into practice, to help students develop as professionals who are able to deal with real-world problems. In learning programmes such as those in police education the ability to gain and utilise knowledge from practice (Dorfman, 1996) and build skills (Kramer, 1998) is pivotal. It is therefore proposed that the best learning environment is created when practice and knowledge are integrated within the programme of study. This approach is supported by Good & Schubert (2001) who argue that students learn when they are able to relate theory to practice effectively, so developing knowledge, skills and behaviours derives not from abstract thoughts, but rather by integrating thinking and practical application of the same. This is added to by Wrenn & Wrenn (2009, p. 258) who suggest that ‘educators in professional or service-related fields desire their students not only to learn theory and understand why theories are important but also to learn how to apply the theoretical frameworks in practice.’ As such the question is how this approach to police education can be integrated into the new programmes.

Clapton & Cree (2004) suggest that to help integrate theory and practice, experiences of the field should be brought into the classroom as well as taking the classroom into the field. At present however, police training is positioned such a way that learning takes place in the classroom and then that knowledge is only applied in an operational setting some time later. Most initial police training programmes consist of 15 to 20 weeks of classroom based learning, prior to a ten week period of coached patrol in an operational environment. As such, students could find themselves in position where they are applying knowledge some considerable time after it has been learnt.
Lester (2009) identifies four principal ways by which theory and practice can be co-delivered within a programme of study. Sequential routes involve theory first followed by application in the workplace (the current police model). In parallel routes, the theory is delivered alongside the practical application via day or block release, however there may not be any co-ordination between the theoretical and practical components. In integrated routes, theory and practice run alongside each other but in a much more co-ordinated way where they feed off each other. This affords significant periods of real practice-based learning (as is common in health professions). Experiential routes tend to be more ad-hoc and individual in nature, these appear to be more common in the less formal professions such as accountancy and surveying.

Of these principals it is my proposal that the integrated approach would significantly enhance the delivery of the co-created programmes within the PEQF. By introducing a work-integrated approach to delivery we arrive at a situation whereby the operational police environment becomes a site of learning and professional development as opposed to a place where knowledge is applied in isolation at a later stage, as it is now.

Opportunities relating to implementation

As discussed earlier the PEQF presents the potential for new partnerships between higher education and the police service, along with the transition from training to education which can offer significant opportunities as to how programmes are delivered. Lester & Costley (2010) discuss the need for the workplace to provide adequate scope for learning – including critically reflective learning – as well as the opportunity for learning to develop beyond the end of the programme. The importance of critically reflective learning is one which is supported by Wood (2018), who suggests that if the recently developed academic police programmes are able to provide interpersonal communication skills, reflective practice and critical thinking, only then will HE institutes be able to provide radically
transformed and well-equipped policing degrees. The PEQF affords the opportunity to redesign programmes which embed reflective practice throughout in a meaningful way. This will counter criticism such as that from Lester & Costley (2010) who identify the danger of producing an uncritical kind of learning where reflection operates within boundaries, which can lead to individuals self-censoring in order to conform to an organisation’s agenda. Siebert & Costley (2013) continue this debate, suggesting that the norms of organisations can restrict learning by discouraging reflection on values, rules and practices or on managers’ decisions or approaches. These new programmes could allow the opportunity to challenge the hierarchical command and control approach to the way in which police forces operate, which is heavily reflected within current police training delivery.

During the development and introduction of the PEQF, there was much debate and discussion as to the status of individuals undertaking these programmes, in terms of whether they were first and foremost police officers who were students or vice versa. In many instances the former would appear to be the assumption. Major et al. (2011) identify how critical it is to have effective supervision and mentoring in place to support effective learning, particularly for learners at the beginning of their career. Additionally, ensuring these supervisors and mentors – along with the students – are allowed the time and opportunity to engage with the support and learning is crucial. Carrying heavy workloads, prioritising other aspects of their work, and working patterns and practices that restrict contact are all potential barriers to learning. Edmond et al. (2007), Wareing (2008, 2010) and Kubiak et al. (2010) all identify that these situations and distractions to learning can be exacerbated where individuals are seen principally as workers rather than students and are expected to continue with normal workloads. How the individual positions themselves will further impact on these challenges and as identified in a recent study (Cox & Kirby,
2018), students who were studying police studies at HE institutes quickly assimilated a police identity, which affected their attitudes and behaviour.

There is, however, evidence to suggest that workplace cultures can be modified through the engagement with higher education. This can be through in-depth dialogue between employer and institution as programmes are co-created (Bravenboer, 2011), and through the effects of the programme itself (Easterman, 2014). While policing acknowledges its engagement with life-long learning and reflective practice, the implementation of the PEQF and new partnerships provide the opportunity to position these practices front and centre. However, to ensure this practice is embedded in a way which allows forces to truly embrace and capitalise on the opportunities the PEQF presents, the police should move to become learning organisation (Jasper, 2006; Marquadt, 1996; Watkins & Marsick, 1993; Senge, 1990).

This chapter has considered how best the new national policing curriculum can support the development of professional knowledge within new recruits. It identifies the need to ensure the closeness of the relationship between knowledge, learning and application. A work-integrated approach to learning sees the workplace as a site of learning, allowing students to truly learn from, and apply learning to, the workplace in a synchronous way. The importance of developing reflective practice behaviours and the move to truly reflective practice is evident, however in order to be a true reflective practitioner, one needs to work in a reflective practice. This further highlights the need for the service to meaningfully invest in becoming a learning organisation, developing environments where this practice is encouraged and allowed to flourish.

It went on to consider how best the required collaboration between the police and HE could work to deliver a coherent, relevant and appropriate tertiary education experience, highlighting how productive co-working will
support the development of the required body of knowledge and start to establish policing as an academic discipline within its own right.

Within the discussions so far there have been clear comparisons drawn to the professionalisation of other professions such as paramedicine and nursing. The following chapter will explore in more detail the journey these two professions have undertaken. In drawing comparisons to the policing journey and considering lessons which can be learnt it, will help inform how the implementation of the PEQF can be a platform to support the professionalisation of the police service.
Chapter 4: Research context 3 – Learning from other professions

Introduction

Policing is beginning to undertake the same professionalisation journey from which paramedicine and nursing are beginning to emerge. This chapter will reflect on those journeys and look at what lessons can be learnt by the police. In the same way that paramedicine and nursing have transformed from occupation to profession, there is a clear desire to shift policing from being a craft-based occupation to a research- and evidence-based profession (van Dijk, Hoogewoning & Punch, 2015; Hartley et al, 2017). As we will see from the experiences of paramedicine and nursing, this transformation requires significant changes to police training, learning and development to ensure policing has the required skills, structures and processes in place. This reflects the clear ambition, as laid out by the College of Policing and NPCC within Policing Vision 2025, that this will be a transformational journey for the police. How the police can embrace learning from those other organisations and move forward in implementing these changes and challenges will now be considered.

The chapter begins with a review of the journeys so far undertaken by paramedicine and nursing as they moved toward becoming professions. It identifies how both have aligned to a traits definition of professionalisation, and draws comparisons to policing. It continues by reflecting on the process of institutionalisation of the professions undertaken by both paramedicine and nursing. The chapter then turns to consider the evolution of training and education of both professions, followed by an evaluation of the benefits of this transformation. Finally, the chapter will consider if policing is reflecting the journeys of paramedicine and nursing and identify areas where it can still learn, particularly where the police service can understand and learn from other professions where raising education standards on entry has been seen as a key factor in their professionalisation journey. This approach will further contribute to answering the research question.
4.1 Journeys so far

In reviewing the journeys undertaken so far, it is important to recognise that both the paramedic and nursing professions have been on this journey for a number of years, nursing being most established, with paramedicine drawing from the experiences of nursing. It also needs to be acknowledged that both professions align to a much wider allied health professionals’ framework which includes surgeons, doctors, dentists and social care roles, some of which already have well-established professional status. These professions are all interconnected and serve to deliver a national health care service. Policing currently sits somewhat isolated in as much as its role and function sit only with the police.

Paramedic journey

The development of the paramedics’ profession has been underway since the 1970s, when the ambulance service was managed by local authorities and paramedics were ‘being seen as nothing more than glorified taxi drivers’ (Kahlil & Liu, 2019, p. 27). At this time more advanced medical training was being rolled out on a local level such as Dr Chamberlain’s cardiac schemes in Brighton and in 1984, research commissioned by the Department of Health, provided a compelling and economically sound vision for extended paramedic training (Kahlil & Liu, 2019). The increasingly favourable approach to more advanced training led to the introduction of a national training scheme by the Department of Health in 1985, bringing standardisation and consistency of training and delivery. At this time, we saw the service transfer from local authority control to that of the National Health Service. The 1990s and early 2000s saw the emergence of paramedic science and the development of local relationships with HE. The College of Paramedics looked to develop these relationships and build consistency. They developed a national educational framework directly related to defined core competences and identified key measurable
aspects; these were published in 2006 as the first edition of *Curriculum Framework for Ambulance Education*.

Since arriving at this point the College of Paramedics has, through registration, developed a sense of autonomy, self-organisation and self-regulation. Further to this they have continued to develop the relationship with HE, developing a research informed body of knowledge. As a result of this journey, it is evident that the paramedics’ profession is aligned closely with Green & Gate’s (2014) integrated framework of key characteristics of professions, which include serving society, self-regulation, autonomy, social movement, membership and registration, body of knowledge and higher education, lifelong commitment to learning.

**Nursing journey**

Likewise, nursing has been on a journey of professionalisation which has seen it significantly transformed over a number of decades. Historically nursing has been seen as a vocation and an extension of the traditional female role as carer, typified by characteristics such as nurturing. Nurses were categorised as ‘attendants of the sick’ and ‘teachers of hygiene’ (Yam 2004). The nursing journey has in part been predicated on its transformation from a reliance on training to education underpinned by a body of knowledge and evidence base. While the role and responsibilities associated with nursing have expanded well beyond the basic duties of caring and cleaning, until recently the nursing profession was not characterised as a true profession because of its dependence on apprenticeship training rather than a relevant body of knowledge (Green & Gates, 2014). It is important to note at this stage that in this context ‘apprenticeships’ refer to the early Level 3 framework apprenticeships, as opposed to the newer degree apprenticeships currently associated with nursing.

The journey to professionalisation for nursing started as far back as the 1960s and 1970s, when a strong social movement saw the Royal College
of Nursing become a trade union. Early policy papers started to support the notion of a nursing profession and higher education institutes started to acknowledge nursing (Kahlil & Liu, 2019). The 1980s and 1990s saw the introduction of a professional body for nursing, the United Kingdom Central Council for Nursing, Midwifery and Health visiting (UKCC), and the introduction of Project 2000, a wide-ranging reform of nursing education. During the 2000s the Nursing and Midwifery Council replaced UKCC as the professional body and nursing research became widely recognised, nursing research centres were expanding which significantly helped in establishing the discipline. Kahlil & Liu (2019) suggest that from 2010 onwards nursing has been widely accepted as a profession. Nursing – along with policing – has taken advantage of the degree apprenticeship agenda and developed a range of relevant standards, including health care practitioner, midwife, and nursing associate (IFA, 2019) to support entry into the profession via this route and to take advantage of the apprenticeship levy.

As identified with paramedicine and supported by Khalil & Liu (2019) it is evident that Green & Gate’s (2014) integrated framework of key characteristics of professions are also clearly evident within nursing. These characteristics along with the aforementioned alignment to other allied health professions clearly supports the notion of paramedicine and nursing being acknowledged as credible professions by others. As previously identified, it is evident that the proposals put forward by Neyroud (2011) support the police adopting a similar traits-based approach to professionalisation. There is further evidence through Policing Vision 2025 that the College of Policing and NPCC are engaging with these characteristics through the differing work streams being initiated to support the transformation. It is important to recognise that the police is often at present seen as being at odds with other professions and this approach will support alignment and a sense of identity with others (Hough & Stanko, 2018). However, the lack of allied professions to which policing can align
will mean there is an added challenge of establishing this new identity in isolation.

Looking at paramedicine and nursing Khalil & Liu (2019) identify two contributing processes which are significant in underpinning their transformational professionalisation journeys. These processes are identified as ‘institutionalisation of the profession’ and the ‘evolution of training and development’, it is to these two areas that this thesis now turns.

In supporting this journey to professionalisation Khalil & Liu (2019) identify three key stakeholders which as organisations themselves have clear and defined roles and responsibilities in supporting and steering this transformation. On examining both paramedicine and nursing this structure is clearly in place, and it is evident where these roles have come together to transform the disciplines from craft to profession. Also evident is where these stakeholders have contributed to shaping the infrastructure of paramedicine and nursing to demonstrate their professional characteristics. It can be seen where the College of Policing has started to draw on this model with some obvious mirroring but equally some significant gaps in structure. This will be discussed in more detail later in this chapter.

4.2 Institutionalisation of professions

Looking at this approach in more detail it is important to understand the functions and roles of these stakeholders and how they work together. Khalil & Liu (2019) present the stakeholders as follows,

- The professional body that leads and synchronises the effort for professionalisation and protects the interests of the profession and the professionals in the process.

- The regulatory body that set the rules of practice and holds the professionals accountable for their practice to protect the public and optimise their outcomes.
The employer bodies that play a crucial role in implementing the professionalisation and maximise the benefits for them as employers and for the public.

Within the professions of paramedicine and nursing Khalil & Liu (2018) suggest that it is the interaction and engagement between these three stakeholders which has led to professionalisation through the development and establishment of clearly defined career pathways, standardisation and quality control of national curriculums and practical placements, and a period of protected CPD post-completion of any programme of study. These hallmarks clearly align with and complement Green & Gates’ (2014) key characteristics and development of staff undertaking a professional degree programme of study. Considering that the College of Policing is looking toward a similar route for professionalisation of the police it is worth considering and reflecting on how the professionalisation of institutions of both paramedicine and nursing have shaped their journeys and what can be learnt from them.

Institutionalisation of the profession – paramedics

The professionalisation journey for paramedics has clearly been shaped by input from the three stakeholders identified earlier. Firstly the Health and Care Professions Council (HCPC) became the regulatory body managing registration to the profession. Khalil & Liu (2019) suggest that on the one hand, the registration uplifted the status of paramedicine, positioning it among other allied health professions, such as diagnostic radiographers and physiotherapists, under the regulation and oversight of the HCPC. On the other hand, since a legal registration with the HCPC was required to become a paramedic from that time, the registration turned the matter of ‘becoming a paramedic’ into a nationally and legally controlled practice. Registration lifted the bar in setting national standards for education and training that complied with established academic levels (Fernie et al.,
2019). Acting as a regulator working with the professional body, the HCPC sets, publishes, and revises various standards of conduct, performance, ethics, education and training, and proficiency (The Health Professions Order, 2001), which determine registrants’ fitness to practice and ensure they are kept up to date and workable. It approves courses of education and training and assesses and accredits applicants for registration. It protects the registered title ‘paramedic’ by law and protects the public against any professional malpractice, oversees the conduct of paramedics and deals with public complaints through investigations and health panels.

The second party in this tripartite relationship is the College of Paramedics. This has driven forward the professionalisation agenda in a number of ways, including – but not exclusively focused around – the following areas. Curriculum design and development to support training and education of paramedics, and the development of a framework which provides clear career pathways. These developments have required the collaboration of the HCPC, the Quality Assurance Agency for Higher Education and other stakeholders (Fernie et al., 2019). Through this work the College of Paramedics has developed and co-ordinated a network among employers, commissioners, higher education and unions. This network affords the opportunity for all parties to air concerns and work toward possible solutions, which serves as a crucial engagement platform to deal with the consequences of changes of structure and approach brought into the paramedic world (Khalil & Liu, 2019). Through this work and the efforts of the College of Paramedics, the HCPC in 2018 lifted the threshold to register from Level 4 to Level 6 (Bachelor of Science honours degree). Finally, the College of Paramedics serves as a champion for the profession, striving to expand the scope of practice of paramedicine and formalise it institutionally.

Finally, within this trio, the trade union of paramedics (UNISON) has played a significant part in the transformation. Representing the interests of, and supporting both existing and new members of the workforce has been
crucial in managing relationships during the changes associated with professionalisation. As Khalil & Liu (2019) identify this has been pivotal around the areas related to raising pay bands to recognise the roles and responsibilities undertaken. Further to this, supporting existing ambulance technicians who have been left behind within this journey and managing the interface of the new generations of the workforce into the old is vital. This reflects challenges within the professionalisation of the police, where the need to upskill existing staff through the PEQF is equally important as the upskilling of the new. As we have seen, it is this element of the PEQF which is stalling its development and implementation.

Institutionalisation of the profession – nursing

Applying the same barometers of measurement as for paramedicine, there are clear similarities in terms of the development and structure of the nursing profession, although it is clear they are further ahead and recognised as such. The introduction of Project 2000 clearly established a stakeholder infrastructure in line with Kahlil & Liu’s (2019) model, although it is noted that this tripartite relationship is structured slightly different from the emerging one of paramedicine. A summary of the nursing profession tripartite governance structure is outlined as follows. The regulatory body that regulates and oversees the conduct of the profession at a national level is the Nursing and Midwifery Council (NMC). The NMC has responsibility for standard-setting both for the profession and for the HE institutes which implement the delivery of nursing qualifications. As the professional body The Royal College of Nursing (RCN) aims to protect the interests of the professionals and support the development of the profession. The RCN is also registered as a trade union, and oversees the implementation of standards, education and practice of its registered members. Once again it can be seen that the registration of professionals is a key feature of nursing. Registered professionals are bound by a code of standards and regulations that nurses, midwives and nursing associates must maintain in order to be registered to practise in the UK. These prioritise effective practice, preserve
safety and promote professionalism and trust. The code can be used by nurses, midwives and nursing associates as a way of reinforcing their professionalism, and failure to comply with it can risk their fitness to practise.

For nursing the final stakeholder in this trio is made up of the organisations which employ nursing professionals, including the NHS, hospitals, health centres and care homes in the public, private and voluntary sectors.

It can be seen that there are some differences in the way the three stakeholders are framed between paramedicine and nursing but it is evident that there is a strong synergy in terms of setting of standards for education, registration of members and accountability against a level of fitness to practice.

4.3 Evolution of training and education – paramedics

Historically, the standards ambulance staff worked towards and the awards given to them following their completion of training were largely driven by local employers with significant input from doctors (Whitmore & Furber, 2015). Ambulance staff did not have nationally recognised qualifications until 1966, when Dr Millar (1966) published the seminal work Report of the Working Party on Ambulance Service Training and Equipment, which was a vital contribution to standardising training of ambulance staff and equipment on ambulances (College of Paramedics, 2006). In particular, the report promoted that training should be delivered on a more consistent basis (College of Paramedics, 2006). Over the years there have been key events or reports which have prompted step changes to the way in which paramedic training has progressed from the more localised format mentioned above to the standardised and regulated model in place today. Such milestones and drivers for change include: (see table 3)
Table 3: Paramedicine timeline to professionalisation

<table>
<thead>
<tr>
<th>Date</th>
<th>Event</th>
<th>Outcome</th>
</tr>
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<tbody>
<tr>
<td>1973</td>
<td>Medical Commission on Accident Prevention.</td>
<td>Explicitly noted the importance of treatment being delivered at the accident scene.</td>
</tr>
<tr>
<td>1974</td>
<td>Ambulance service, including those services with experimental training schemes, transferred from local authority control to the National Health Service (NHS).</td>
<td>Ambulance staff and their practice, proficiency, and education and training were brought in more alignment with doctors, nurses and other professional groups in the NHS family and managed at a national level.</td>
</tr>
<tr>
<td>1984</td>
<td>Research commissioned by the Department of Health.</td>
<td>Provided a compelling and economically sound vision for extended paramedic training.</td>
</tr>
<tr>
<td>1985</td>
<td>An increasingly favourable approach to more advanced training.</td>
<td>Introduction of a national training scheme by the Department of Health. This move brought the existing schemes into a standardised package of training.</td>
</tr>
<tr>
<td>1996</td>
<td>London Ambulance Service (LAS) initiated a conversation with the University of Hertfordshire.</td>
<td>Evaluation of the worth of the training for paramedics in academic terms.</td>
</tr>
<tr>
<td>2001</td>
<td>Establishment of the professional body and regulator for paramedics.</td>
<td>Paved the way for the regulation and standardisation of training and education for paramedics. As the role became more clearly demarcated, the College of Paramedics developed an educational framework directly related to the defined core competences and identified key measurable aspects.</td>
</tr>
<tr>
<td>2006</td>
<td>First edition of <em>Curriculum Framework for Ambulance Education</em> was published.</td>
<td>It was aimed to ‘provide higher education providers and other stakeholders with a comprehensive resource for the education and training of paramedics throughout the UK.’ (College of Paramedics, 2017, p. 5).</td>
</tr>
</tbody>
</table>

This national curriculum is now in its fourth edition (2017) and sets out expectations with regard to knowledge and skills required and placement activity. It includes curriculum guidance which lays out the curriculum content and preparation for practice-based education for higher education providers. It also offers a model (College of Paramedics, 2017, p. 11) that visualises the seven essential key areas of competence, with the principle of ‘practice-based education’. Overall, this summarises well the required
content and fundamental approach the College of Paramedics expects for higher education programmes.

4.4 Evolution of training and education – nursing

When measured against the Green & Gates (2014) theoretical framework introduced previously, nursing of the past lacked what is arguably the bedrock in any route to professionalisation; formal knowledge. This is supported in a report by Carpenter et al. (2013), who accept that nursing had traditionally been seen as vocational in nature, with initial development being through training for practical application. The training nurses received would mainly focus on the acquisition of skills in order for them to carry out nursing duties, ‘... rather than critical thinking, problem solving and acquisition of analytical skills ...’ (Carpenter et al., 2013, p. 1). Prior to the development of HE courses specifically designed for nursing, the entry standards for all potential candidates were minimal, requiring candidates to have as few as three GCE O-levels or successfully complete the Nursing Council Entry Test (Carpenter et al., 2013). This reflects the position of policing as it transitions toward the implementation of the PEQF, entry requirements into the service are being raised to meet the demands of the new educational entry routes.

During the 1980s, developments were being considered to bring nursing up to the standard of allied health professions such as physiotherapy and radiography. In order to do this, the decision was made to move nurse training into HE institutions and Project 2000 was initiated. In summary Project 2000 was a framework for pre-registration nurse education which represented a full-scale reorientation of nurse training (Maben & Clark, 1998). The Project 2000 agenda saw nursing education formally embedded within higher education, made student nurses super numerate, and increased theoretical knowledge through a minimum HE award. The national nursing curriculum changed from an illness to health model,
established a common foundation programme and established four specialist options for pre-registered nurses (Grey & Smith, 2001).

It could therefore be considered that nursing’s Project 2000 is similar to the PEQF for policing. It was driven by three factors. First, there was criticism from the Royal College of Nursing about the educational standards of some recruits (Fulbrook, Rolfe, Albarran & Boxhall, 2000). Second, recruitment to nursing had declined and there was a concern that there would be insufficient numbers of applicants to sustain employment needs (Kendrick & Simpson, 1992). The view was that offering an appealing educational package was likely to attract more recruits to the nursing profession (Kendrick & Simpson, 1992; Nolan & Grant, 1993). Third, it is recognised that there were serious challenges with the transition of nursing from apprenticeship training to degree education, mainly around the theory-practice gap (Allen, 1990; Blackburn 1992; Elkan & Robinson, 1993). Despite this, the overall benefits to the profession cannot be underestimated especially when it comes to ensuring better outcomes for the public. However, it must be acknowledged that even with the successes of Project 2000, it has taken decades to move nursing to an entirely degree entry process. This is despite a long history and association with higher education; the first nursing degrees were delivered in the 1960s through the University of Edinburgh and the first Professor of Nursing appointed by the University of Manchester in the early 1970s (Kahlil & Liu, 2019).

Currently – and in a similar way to paramedicine – nursing standards and frameworks for curriculums, along with the regulation of education and learning are managed and controlled by the regulatory body, the NMC. Currently there are over 900 approved programmes delivered through 80 approved education institutions. The NMC quality assure institutions and programmes through a rigorous four-part process to ensure they adequately prepare students to join the profession and register (Nursing and Midwifery Council, 2018).
4.5 Benefits to the profession – paramedics

Organisational benefits

Similar to nursing, paramedicine made the assumption that an appealing higher education degree, leading to a career which is perceived as respected and knowledge-based, would attract people with high potential for learning. In support of this, the pursuance of paramedics’ higher education turned a craft-based occupation with a narrow set of tasks into a highly skilled profession. The rationale of encouraging the workforce to go through higher education programmes rather than relying on practice-oriented, preparatory and top-up training blocks, is to build a wide and deep basis to sustain a bigger model of development driven by the improvement of public health. It is described as a ‘Lego brick model’; a robust knowledge basis that allows more advanced or specialised knowledge to be obtained coherently through sustained collaboration with HE institutes. It is perceived that this approach has made the profession more appealing and that this prestigious status has attracted more talent to join the profession (College of Paramedics, 2017).

Members’ benefits

The professionalisation of paramedics has made it an attractive option for young career seekers as it offers them widely recognised qualifications thanks to the substantial qualification framework aligned with the national higher education framework. This spells out multiple feasible and attractive career pathways. For existing paramedics, the educational infrastructures and organisational opportunities also give them an unprecedented wide range of options to uplift their career status. Paramedics nowadays not only have multiple pathways (such as clinical practice, education, research and development and leadership and management) within which to seek career progression (for instance paramedics, specialist paramedics, advanced paramedics and consultants), but also have the opportunities of transferring into adjacent or more advanced professions, such as medicine.
This consequently allows paramedics to own their professional identity (Yam, 2004) and creates stronger motivation and sense of self-actualisation (Evetts, 2003; Nigam & Dokko, 2018).

**4.6 Benefits to the profession – nursing**

**Organisational**

As we have seen already, decades of professionalisation have taken nursing from a low-education caring role to one with a degree level education with an emphasis on career-long continuing professional development in line with a specific specialist career path. It is evident in the literature that professionalisation of nursing has resulted in better health outcomes. The evidence demonstrates that a better educated workforce was associated with fewer deaths, with every ten per cent increase in nurses with degrees associated with a seven per cent reduction in death rates (Aiken et al., 2014).

The benefits of HE nursing education are also supported in research conducted by Pitt, Narayanasamy & Plant (2016), who carried out an evaluation of teaching and learning accountable practice in nurse education. Accountability is a familiar term used widely in nursing practice, the application of which, according to Hall (2002) promotes improvements in service delivery and patient care. The research found that students had a detailed understanding of accountability and the frameworks that support accountable practice.

Fernie et al, (2018) point to several beneficial outcomes of the workforce transformation in nursing which are evident in associated literature. According to Norman (2014), a graduate education provides the capabilities necessary for lifelong learning and adaptation, which is crucial to meet the constant development of nursing roles. In the same vein, Friedson (1986) argues that higher education provides the profession with high autonomy. It achieves this by socialising the members into a clear professional
identity, underpinned by a philosophy that encourages nurses to assume control over an area of knowledge, to contribute confidently to practical and ethical decisions, to demand professional pay, and to win respect from other professionals. These arguments are supported empirically by several studies carried out in the field of nursing (Yam, 2004).

Useful research was conducted by Johnson (1988) on a range of factors for which he compared nurses who had completed a technical education (associate degree or diploma programme) with those who had completed a professional degree (baccalaureate). There were significant differences between the two groups in terms of communication skills, problem solving, knowledge and professional role (as cited in Yam, 2004). Similarly, Adams, Miller & Beck’s (1996) research concludes that when compared to other professions, a university-based nursing education plays a core role in promoting behaviours associated with professionalism such as autonomy and knowledge of the Code for Nurses.

Similar to the paramedics’ professionalisation journey, the route to professionalise nursing through the introduction of entirely degree level entry has attracted criticism. While the benefits to the occupation, both on professionals and profession level are well documented, it must be noted that the focus on higher education has been questioned both in the media and by MPs, especially in the initial stages after Project 2000 launched. For example, some politicians considered nursing through higher education degrees as ‘qualification inflation’ (Norman, 2014).

In considering the journeys of paramedicine and nursing this chapter will now turn to consider the journey of policing so far.

4.7 Policing – the journey so far

By comparison to paramedics and nursing, policing’s professionalisation journey is still in its relative infancy. However, having reviewed – all be it briefly – the journeys undertaken by paramedicine and nursing it is easy to
identify some clear comparisons with what is being proposed for the police service. As stated earlier in this thesis, in part the drivers for change have been predicated on previous failings and government reports calling for changes to leadership and management and police training at all levels. There is also an appetite to see this journey as one which recognises the transforming nature of policing from craft-based occupation to evidence-based profession so that officers are equipped with knowledge, skills and behaviours which reflect the demands of policing in the 21st century. In accepting the framework of stakeholders adopted by paramedics and nursing which has seen the institutionalisation of those professions and the development they have undertaken to the associated education and training it is worth benchmarking policing progress in these two areas. This would indicate policing readiness for implementation.

**Institutionalisation of the profession – policing**

Kahlil & Liu’s (2019) three key stakeholder model presents professional body and regulator as two clearly separate functions, with the third stakeholder being UNISON for the paramedics and the employing health trusts for nursing. In both scenarios these stakeholders have a vested interest in the welfare of the professionals within the service.

Currently this model, in particular the professional body versus regulator, presents policing with some challenges. Neyroud’s (2011) proposal saw the creation of an autonomous professional body independent of the Home office and with responsibility for standards, ethics, level of service, education and more. Like the paramedic profession, nursing clearly splits these responsibilities between a regulatory body and the professional body. The Home Office remains the overall regulatory government body for the police in the UK but appears to take none of the responsibility of the NMC or HCPCP. This leaves the College of Policing undertaking both the role of the professional body and the regulator, juggling many hats and to an extent regulating its own practices. This presents an interesting potential
dichotomy as Green & Gates (2014) propose separation of the regulator and professional body, as modelled in paramedicine and nursing are essential features of a full profession. This clearly presents a risk to the journey for policing.

Linked to this, and as is clear from the paramedicine and nursing structures, registration and accountability against fitness to practice is something which is deeply rooted in being a profession. It is notable that any idea of registration for police officers is something which the College of Policing is reluctant to engage with at present. Without clear delineation between responsibilities for registrations and enforcement of codes, this may never be achievable.

Policing’s staff welfare representation comes in the form of the Police Federation which holds some of the same responsibilities as the RCN for nursing and UNISON for the paramedics. It can be argued that like nursing, the organisations that employ policing professionals – the Home Office, forces within England and Wales, British Transport Police, the National Crime Agency – also have a voice into this stakeholder group.

As has been outlined previously this tripartite stakeholder relationship is fundamental to establishing a profession. It is evident there is still work to be done within policing to establish what this looks like and how the various functions can come together to support and embed the professionalisation journey for policing. As Fleming & Wingrove (2017) argue, the wider police organisation may currently lack the culture and infrastructure to support the College of Policing’s aspirations for professionalisation. Added to this is the fact that professionalisation is a long-term process of institutional change, with ‘ongoing mutual adjustment between resources and shared schemas’ (Nigam & Dokko, 2018). Being 15 to 20 years behind paramedicine and nursing, policing needs time to allow these changes to bed in and change culture as it goes on this journey.

Evolution of education and training
As with paramedicine and nursing policing is looking to embrace relationships with HE to support the development of the education profile of the profession. Through the PEQF the College of Policing has set out the road map of education which supports professionalisation and reflects that adopted by paramedicine and nursing. However, unlike the framework and opportunities for paramedicine and nursing, the PEQF really only offers opportunities for those looking for vertical progression via promotion through the ranks. It fails to allow for equal opportunities for professional development into specialisms. Debates around training for omni-competence versus specialist skills also raise an important point in the detailed plans for the PEQF (Tong, 2017). Some forces are more in favour of an increased emphasis on specialisation, especially considering the need for modern skills such as cybercrime and computer science knowledge rather than a uniform, one-size fits all blanket training programme covering ‘the basics’ of policing (Hough & Stanko, 2019). Further to this the PEQF potentially neglects existing staff, both paramedicine and nursing have identified the importance of supporting the existing workforce during this transition and integration.

More positively and as mentioned previously the notion of national consistency is an outcome the College of Policing is keen to entrench through implementation of the PEQF. However as with the other professions the devolving relationships with HE are vital in supporting the overarching principles within the professionalisation journey. At a strategic level, building relationships around principles of contracts, co-working, research agendas and potentially subject schools or departments all help to build policing’s acceptance as an academic subject discipline. These relationships are equally important at an operational level where interpretation, design, development and delivery of the national policing curriculum will permeate. Simmill-Binning & Towers (2017) argue that while most forces understand that HE institutes would drive the education part of the new entry routes through the PEQF, some forces expressed a desire to have more
involvement in curriculum development than others. This often related to finding the balance between delivering an integrated approach to theory and practice. Indeed, Hough & Stanko (2018) found that few forces have managed this successfully, while other issues around responsibility for quality assurance and assessments have also arisen.

It is clear that while there have been existing local relationships between the police and HE, this new agenda presents a number of complex challenges which paramedicine and nursing have faced and overcome over a period of 30-plus years.

### 4.8 Policing readiness for implementation

As identified previously, the professionalisation journey for nursing has taken decades, for paramedicine after ten years it remains an ongoing process which is almost there. By comparison in policing terms this journey is just beginning, with some quarters still holding considerable concerns with regard to its necessity, and individual forces’ preparedness for the transition. Something identified by Hartley & Kahlil (2018) whose survey of forces showed that one in five reported their staff felt the volume of change required is ‘much too great’. Similarly, when considering the pace of change required, nearly half felt it was ‘a bit too fast’ or ‘much too fast’ while only a quarter felt it was ‘about right’. There is more concern about volume than pace but in neither area are staff showing confidence about change. Recent research by Williams (2019) supports this, suggesting that the issue of the time available to effectively plan and prepare for such a vast reform programme is a consistent concern across the five force areas she researched. This is a narrative which is regularly rehearsed and raises interesting issues around not simply the difficulties of introducing and implementing reform, but the lack of time and organisational resources provided to teams to do the required preparation effectively. This makes it all the more important for the police to reflect on the experiences of those that have gone before them. The service also needs to acknowledge that
when considering the journeys of others, this is a marathon not a sprint; there will be considerable step changes along the way but these will take time to embed and normalise.

Managing and supporting this implementation nationally remains the responsibility of the College of Policing, as with nursing and paramedicine this implementation goes beyond just delivery of new education programmes. Hough & Stanko (2018) identified several crucial issues in the design and delivery of higher education frameworks, including developing professional knowledge, setting up behavioural standards, adjusting training/coaching modes, cultivating reflection and continuous learning, which are useful in seeking specific information from other professions with the purpose of generating implications pertinent to the police. As has been seen earlier in the paramedic and nursing journeys these responsibilities have been shared between the professional and regulatory bodies, however it would appear that within the policing model the College of Policing is taking on all of this responsibility.

One area in which the College is progressing is that of supporting the relationships with HE institutes and implementation of the early programmes into forces which is a key foundation on which to build. As with Project 2000 for nursing, it is the knowledge component of police training that the PEQF seeks to improve (Joyce, 2018). Within this the relationships between police forces and their partner HE institutes is paramount in establishing the academic nuances of professional training coupled with policing education (Wood & Tong, 2009). However, developing and managing these new relationships remains a challenge as forces and HE institutes navigate procurement and implementation of the PEQF.

In the past there has been ambiguity with regard to the role of HE in qualifying individual officers to the rank of Constable (NPIA, 2008). The College of Policing has taken significant steps to address this ambiguity and move to a model of partnership similar to that within both paramedicine
and nursing; one which is governed by set standards, national curriculum and rigorous licensing and quality assurance processes. As such, collaboration with higher education is a key component of successful implementation of the PEQF. The relationship between forces and HE institutes is a vital element to its success (Williams, 2019). For some forces who already have established relationships with local universities they are fortunate to have a comprehensive understanding of the way in which HE institutes operate. Conversely other forces experienced difficulty when negotiating relationships with HE institutes as they did not know how to discuss the terms of their partnership (Hough & Stanko, 2018).

4.9 Further considerations

The chapter has identified challenges and opportunities which paramedicine and nursing have had to get to grips with. Policing has lots to learn from their experiences and they appear to be doing so. However, with regard to the infrastructure of forces, understanding the benefits of these new relationships with HE, and the culture within the police there is still work to be done. As suggested by Griffiths & Milne (2018) there seems to be a reluctance among those in the police service to understand how this change will benefit them, and a culture of resistance prevails around changes to police training. This can be counter argued; in nursing codes of practice are embedded throughout the degree course with emphasis on the internalisation of professional values by all student nurses. Such professional values have sought to promote cultural changes. The nursing code was revised in 2015 to eradicate the negative cultural elements which enabled the tragedies witnessed in the Mid-Staffordshire Trust (Smith, 2015). It is therefore hoped that this potential transferral of cultural tacit knowledge can perpetuate the police culture and the dominant practices of expertise utilised by the practitioners working within it (Chan, 1997; Williams & Cockcroft, 2019). It has to be acknowledged that this interaction between old and new has to be carefully managed to ensure success. However, as Charman (2018) describes, there is a new breed of police
officer whose views on police work, the role of the police and ethical standards are in contrast to those of longer-serving officers. Norman and Williams (2017) question the extent to which the wider police organisation is ready to embrace newly qualified graduates who will be expecting to impart their knowledge in practice. If change is to be effectively realised this new knowledge needs to be supported and incorporated into the workplace. Positively, Hallenberg & Cockcroft (2017) describe some change in attitudes to police officers holding educational qualifications, noting that this is becoming more normalised. In order to increase this level of normalisation, work needs to be continually undertaken to ensure the understanding of the role of education and academics within policing. Some of the resistance to change may be explained through the limited experience serving officers may have with formal education (Pepper & McGrath, 2019).

In order to support forces in adopting this new framework there must be a clear understanding throughout the organisation as to the intended benefits and how they will be achieved. Wood (2018) argues that this may delay the full and effective implementation of the PEQF as there will not be enough internal support from officers and senior management. While there have been positive developments and some initial implementation of the entry routes within the PEQF, proposals of education and CPD routes for sergeants and inspectors has stalled significantly over the 18 months prior to the writing of this thesis. If it is perceived by new recruits undertaking these new opportunities that senior officers are not engaged with a similar framework then support for this approach could be lost.

It is clear that policing is making progress along the journey to professionalisation, but there are still hurdles to overcome. As with paramedicine and nursing this is about time; time to allow these significant cultural and organisational changes to embed themselves and become the norm.
Within these three chapters the thesis has explored literature as outlined by the theoretical framework of professionalisation of the police service. From this literature review it is apparent the police service has engaged with the journey of professionalisation and similarities can be drawn to the journeys of paramedicine and nursing. The strong links and direction of travel toward a traits-based approach to professionalisation is also evident. As the research question and objectives for this research articulate, this study focuses on the relationship between the PEQF and professionalisation. For paramedicine and nursing the transition from training to education, engagement with higher education and new ways of delivering the learning has been key to supporting this journey. The PEQF sets out the platform from which the police can undertake a similar transformation, but it is evident from the literature that gaps remain with regard to implementation of the PEQF beyond the initial entry routes. These findings along with findings from the primary research data will be discussed further in the conclusion of the thesis.

The thesis will now turn to the research methodology with the following chapter discussing in detail the methodological approach utilised during this study.
Chapter 5: Research methodology

Introduction

Having introduced the context of this research, this chapter will discuss the methodology by which the research took place. The chapter first considers my position within this research as both a practitioner researcher (Robson, 2002) and as an insider researcher (Merton, 1972). Drawing on Crotty (1998) the chapter goes on to consider the research framework with an explanation of my theoretical and philosophical stance before considering the methodology and methods chosen for my data collection and analysis. Through this framework I present a justification for my adopting of an interpretive theoretical perspective for the study, supported by a qualitative methodology and the use of qualitative research instruments such as semi-structured interviews methods for data collection. The chapter continues with further debate and discussion with regard to sampling and the selection of participants, including a rationale for the approach and identification of groups within the research population from which individuals were drawn. The chapter concludes with an explanation of how the thematic analysis of my findings was undertaken, which draws on the six stages outlined by Braun & Clarke (2006). The chapter concludes with a short reflection on the research ethics which informed this piece of work.

5.1 The research setting

In introducing the research setting of the thesis, I feel it would be appropriate and beneficial to reflect on the intended question and objectives for this piece of research.

To what extent, if any, does the Police Education Qualifications Framework provide a platform from which to build a professionalised police service?

In order to answer this question, the following objectives were set:
1. To undertake a critical analysis of the relevant academic and organisational literature relating to the professionalisation of the police service and where relevant, draw from the journeys of professionalisation within the fields of paramedicine and nursing.

2. Utilise qualitative research in the form of semi-structured interviews, to explore the perceptions and opinions of key stakeholders who were involved with the development and implementation of the PEQF.

3. To synthesise the research findings within the existing literature on the professionalisation of the police in order to contribute to policing knowledge and policing practice in the field of police education and training.

Research position

In considering the research question and my approaches to seeking answers to it, it was important to acknowledge my own position with regard to this research, described by Mills & Birks (2014, p. 259) as being, ‘... the explanation of the horizon in which the researcher stands’.

In furtherance of, and in line with the ideology of a professional doctorate I consider myself to be a practitioner researcher. Described by Robson (2002, p. 534) as ‘... someone who holds down a job in some particular area and is, at the same time involved in carrying out systematic enquiry which is relevant to the job’. In addition, McLeod (1999, p. 8) suggests a definition of practitioner research as being ‘Research carried out by practitioners for the purpose of advancing their own practice’. In considering this it would be beneficial to reflect on the professional position I have held during this study as outlined within the prologue. I believe my background and mix of operational policing and developing academic experience has positioned me well to understand and interpret the data collected. My involvement at a national level with the development of the
PEQF has afforded me a privileged insight into some of the challenges as well as access to some of the key contributors and influencers within this development. As suggested by Merton (1972) researchers who hold this status are identified as insiders. ‘Insiders are the members of specified groups and collectives or occupants of specified social statuses’ (Merton, 1972, pp. 112-113). Brown (1996) includes insiders in her classification of researchers and identifies that with this comes the risk of being disposed to following the party line with regard to pursuing research outcomes that have already been decided upon. These and other competing tensions within my research, and the mitigating circumstances I employed to reduce risk, are discussed in more detail within the research ethics section of this chapter. Clements & Creaton (2010) further identify advantages of insider research as being familiar to the setting, having access to privileged information, understanding cultural sensitivity/shared meaning, and the potential for enhanced rapport and disclosure among others. However, they do warn of disadvantages such as a lack of critical perspective, potential role conflicts, impact of and on prior relationships with research participants and internal politics.

As such, throughout this research I have been aware of how this position and insight could potentially influence my findings, through my own bias and perceptions of the process. I have also acknowledged the further potential drawback of having worked closely with some of the participants as part of a national working group and how they themselves may interpret and answer questions, perhaps choosing to toe the party line rather than giving an honest insight into their own feelings and emotions.

5.2 The research framework

In considering approaches to undertaking this research it was important to revisit the overarching research question, ‘To what extent, if any, does the Police Education Qualifications Framework provide a platform from which to build a professionalised police service?’ In doing so I was able to establish
a research framework which would be utilised to answer the intended research question.

In considering this research framework I engage with literature which examines and debates the relationship between various epistemologies, ontologies, theoretical perspectives and methodologies, which can be complex and confusing. Presenting some logic and clarity around this, Crotty (1998) takes the view that any researcher during the research phase should be able to make clear and simple connections between four areas, epistemology, theoretical perspective, methodology and methods. In the view of Creswell (2002) the connection between these areas inform a choice of approach that encompasses broad assumptions from practical considerations to data collection. Crotty (1998) proposes that epistemology, theoretical perspective, methodology and methods are elements which are all reliant on each other; any decision made in one element affects decisions made in the others; they all inform each other. This is a view supported by King & Horrocks (2010, p. 10) who state that ontology, epistemology, methodology and methods are all connected and cannot be viewed in isolation. Crotty’s (1998) work was essential in bringing clarity to and making sense of key methodological approach decisions. The four elements are detailed below:

![Diagram showing the four elements of Crotty (1998) as part of research decisions.](image)

Fig 2. The four elements of Crotty (1998) as part of research decisions.
Researchers and PhD students need to provide structure and order to their work. This structure is what the researcher believes can best explain the natural progression of the phenomenon to be studied (Camp, 2001). It is linked with the concepts, empirical research and important theories used in promoting and systemising the knowledge espoused by the researcher (Peshkin, 1993). Crotty (1998) suggests his four elements are fixed, but maintains there is fluidity with regard to the decisions made within each block of the pyramid as long as they are suitable. In applying this reasoning to my research, I present my research framework as follows. The epistemology – the theory in which my research is embedded – is constructivist, this informs the theoretical perspective which is interpretivist. This perspective, which provides context for the process, informs my choice of methodology which is qualitative. The methodology is the strategy plan for the design or process which sits behind the method of data gathering and analysis, which in the case of this research are interviews and thematic analysis.

In this approach it is clear to see that ontology as a separate entity is omitted, Crotty (1998, p. 11) does not outline ontology as a separate element within his four elements, he argues that:

*Ontological issues and epistemological issues tend to emerge together (……) to talk of the construction of meaning is to talk of the construction of meaningful reality (…) because of this confluence, writers in the research literature have trouble keeping ontology and epistemology apart conceptually.*

(Crotty, 1998, p. 11).

This is not an isolated view, with King and Horrocks (2010, p. 8) supporting this position by arguing that ontological and epistemological issues often arise together. Hence it can be argued that the ontological decision will be made as it emerges within the epistemological discussion.
What follows is a discussion as to why this arrived-at framework is relevant and appropriate for this research.

**Epistemology**

Epistemology is described as being ‘how we know what we know’ (Crotty, 1998, p. 8) or the ‘nature of the relationship between the knower or would be knower and what we can know’ (Guba & Lincoln, 1998, p. 201). Guba & Lincoln (1998) further suggest that a constructivist philosophical approach emphasises the importance of exploring how different stakeholders in a social setting construct their beliefs (Guba & Lincoln, 1998, pp. 44-45). A constructivist epistemology has been adopted for this research as this is particularly relevant in answering this specific research question. In order to understand what – if any – value the PEQF brings to establishing policing as a profession it is important to engage with a range of stakeholders who will have constructed their own understanding and beliefs of the PEQF from their differing engagement with it. A constructivist inquiry uses an interactive research process in which a researcher begins an evaluation in some social setting by identifying the interested groups in that setting. In order to achieve this, I reached out to three key stakeholder groups – police and academic leads, and police officers who had engaged in police related education – and conducted interviews in order to understand their perspectives. Through this process I was able to learn what each group thought and then gradually develop a shared perspective on the problem being evaluated (Guba & Lincoln, 1989). Finally, this approach lends itself well to the inclusion of subjective data, again something which will be evident when interacting with stakeholders involved in this research. Subjectivist research positions the world, including the psychological world of research participants, as unknown and the role of the researcher is to construct an impression of the world as they see it (Ratner, 2008).

**Theoretical perspective**
Interpretivism is a theoretical perspective that requires the ‘social scientist to grasp the subjective meaning of a social action’ (Bryman, 2015, p. 692). Schwandt (1994) claims constructivism is generally synonymous with an interpretivist approach. (Holloway, 1997, p. 2) reminds us that the interpretivist approach is attributed to Max Weber and his concept of ‘verstehen’ meaning ‘understanding something in context’. Bachman & Schutt (2014) add to this, suggesting that the interpretivist holds the belief that reality is socially constructed and that the goal of the social scientist is to understand what meanings people give to this reality. Once again, this theoretical perspective is pertinent to this research as the participants will have all developed their perception of the PEQF – and how they engage and interact with it – from their own standpoint. These interactions will once again help address the research aim and answer the question around the relationship between the PEQF and the professionalisation of the police service. Interpretivism adopts a flexible research design, selecting whatever method best suits the specific circumstances. The focus is on extracting the meanings of people’s perceptions (Davies et al., 2011).

While continuing to apply Crotty’s pyramid framework the chapter turns to outline the reasoning behind adopting a qualitative approach to methodology.

Methodology

A qualitative methodology is described by Summer (2006) as being a research approach which is used to investigate facets of social life which are not easily captured by numerical measurement. Qualitative data is linked closely to the theoretical perspectives chosen for this research and is ideally suited to focus on the meanings of social phenomena and processes. As a researcher, adopting this methodology allows this thesis to focus on a particular experience within the context in which it occurs. This interpretation is further supported by Frankfort-Nachmias (2002, p. 280) who suggests that a qualitative researcher ‘... gains an empathic
understanding of societal phenomena, and they must recognise both the historical dimension of human behaviour and the subjective aspects of the human experience’. With regard to my research and the PEQF, it is important to understand the thoughts, feelings and emotions of participants. The aim was to interview police leads who have responsibility for the implementation of the PEQF, academic leads who have responsibility for design and development of programmes, along with police officers who had engaged in police related education. A qualitative methodology would provide the best opportunity to gather meaningful data from these participants.

As hitherto mentioned, embedding the PEQF and the transition to police education can be seen as transformational, this has been and will continue to be emotive for the service. It is therefore important to capture this emotion and gain an understanding of people’s perspectives as to the extent the PEQF will contribute to the progression of the police service, and a qualitative approach allows this. Powell & Single (2012) suggest that it is important to understand the issues rather than statistically enumerate their prevalence, a consideration which was pertinent in selecting my approach.

It is important to acknowledge that data collected through a qualitative methodology will always be subject to a certain perspective held by a particular individual, which is relevant to their world and their context (Bachman & Schutt, 2014). Thus, I anticipated that people may have left out or have been selective in their memories and understanding when sharing data. However, despite this I expected to identify areas of both difference and consensus. As suggested by Gilbert (2008) it will be my role to interpret and translate this data into a version which reflects the researcher’s truth, bearing in mind that this will always be subject to my own perceptions and interpretations (Bachman & Schutt, 2014).

Further data has been collected from identified individuals who have, either prior to joining the service or during their time in the service, engaged with higher education. This engagement will allow for further exploration as to
the extent higher education qualifications support, or otherwise, police officer development and policing. A more detailed breakdown of organisations from which participants are drawn is given later in this chapter. As anticipated this specific mix brought with it the opportunity to compile data and views at a strategic level from policing, higher education and the professional body; the three key stakeholders within the PEQF.

Methods

Continuing through Crotty’s (1998) framework the final deliberation is that of the use of appropriate methods of data collection. In considering the collection of primary data from the key individuals, reference is drawn to three distinctive research designs relevant to my methodological approach: participant observation, interviewing, and focus groups (Bachman & Schutt, 2012). All these approaches facilitate the collection of the type of emotive and subjective data which would support this research. However, the research setting did not relate well to participant observation. As will be discussed later in this chapter the pool of potential participants with relevant knowledge was limited and therefore focus groups were deemed unsuitable. Of the three methods, I determined interviews to be the most appropriate. I intended to engage with participants who had specific knowledge relating to the development and implementation of the PEQF. In order to gather data from participants who were police and academic leads in this area it was important to have individual high-level engagement with them. According to Gilbert (2008, p. 247) semi-structured interviews are ‘... valuable as strategies for discovery’, and facilitating a high level of engagement from participants allowed me to explore and discover participant’s perspectives. Semi-structured interviews afford interaction with participants on an individual level and allows for the tailoring of questions and discussion topics to suit their specialist position, knowledge and understanding. This process aligns to an iterative approach where data is analysed at the same time as being collected (Bryman, 2016). An iterative approach affords flexibility and allows interviews to develop from
each other, however in this situation the same framework of questions was used for each interview. A brief analysis of data from each interview was undertaken and some flexibility was afforded to pursue certain areas or themes in more detail as interviews progressed. This resulted in elements of iteration within the research process but could not be claimed to be iterative in its purest form.

There now follows a more comprehensive explanation as to the research methods adopted and instruments used to gather data. This includes a discussion around the use of semi-structured interviews. There then follows a detailed rationale for participant’s selection.

5.3 Semi-structured interviews

Lofland & Lofland (1984) describe this qualitative method as involving open-ended, relatively unstructured questioning by which the interviewer seeks an engagement which will result in obtaining rich, in-depth information of the interviewee’s feelings, experiences and perceptions. Salmons (2010) usefully sets some parameters with regard to the relatively unstructured questioning. Offering a scale from unstructured conversation to structured questions with limited choice answers. From her scale I adopted a middle ground approach of using the same open-ended questions asked in the same sequence, but with varied follow-up questions and probes. As outlined earlier the theoretical perspective for this research is interpretivism relying on data being collected which includes participant’s perceptions, experience and understanding of the subject area being researched, therefore a semi-structured interview method was chosen as it affords the opportunity to engage with participants and capture their perspectives and emotions around the subject area. The inherent flexibility within semi-structured interviews for both interviewer and interviewee further supports this choice. This is supported by Bryman’s (2008) observations around the flexibility of semi-structured interviews, which allows for the broad manner in which questions can be structured and provides an opportunity for more insightful answers than alternative
methods of data collection. Given the emergent nature of the subject to be explored it is right that the questions posed within the interviews should be provocative and challenging. Frankfort-Nachmias (2002) see the use of semi-structured interviews as one which is flexible enough to allow evolving themes to be explored while also allowing these themes to be standardised. As previously suggested, the PEQF is transformational for the police service, it is therefore expected that the interviews will deal with sensitive and emotive topics. Gilbert (2001) found that the semi-structured interview is well placed in dealing with sensitive topics.

Having outlined the relevance and advantages of a semi-structured interview approach, it is also important to acknowledge some of its shortcomings. What follows is the identification of four shortcomings I considered in developing the semi-structured interview questions. They are accompanied by a brief explanation of how these risks were mitigated.

i) Over-reliance on interviews

Silverman (1998, p. 105) warns of the over-reliance on interviews for qualitative data collection, claiming they are more focused on how people ‘see things’ as opposed to the how people ‘do things’.

Thus the breadth and depth of interview questions were developed in line with the literature. I was also able to develop the questions from my own experiences of issues which have been identified at national meetings around the development of the PEQF. Identified areas for exploration had specific questions and were supported by additional ‘probing and prompting’ questions (Gilbert, 2008, p. 250). In line with the three identified target data sources; the College of Policing, the police service and HE, it was important to frame questions relevant to each organisation. As such, three schedules were created and each was directly interconnected and spoke to the overall aim of the study. The approach of the lead question and the subsequent probing and prompting questions allowed me to benefit from the flexibility advocated by the semi-structured interview approach.
By adopting this approach, I was able to ensure that questions allowed for the opportunity to engage with how people see things and to draw out experiences of how people do things.

ii) Question construction

Filmer, Jenks, Seale & Walsh (1998) highlight the issue of using complex and potentially ambiguous questions. Davies et al. (2011) identify that a further weakness of interviewing is that poor questions lead to poor data which in turn leads to poor outcomes. In designing and developing interviews it is important to have a clear and well thought out strategy. Gilbert (2008) identifies the need for an interview schedule when using a structured approach. In these situations, this should be used as a tick box to ensure all interviews are the same. However, within the semi-structured approach the schedule is used as a guide for key topics and associated questions, with further probing questions which afford the flexibility to adapt questions ‘... to the respondent’s level of comprehension and articulacy’ (Gilbert, 2008, p. 247). Further to this the interviewer needs to be able to respond to situations where participants answer questions which were to be posed later. Finally, and in line with recommendations made by Gilbert (2008) and Bryman (2015), I piloted the interview questions with the co-operation of an individual who had both an academic comprehension of interview schedule construction and knowledge of the subject being researched.

iii) Ethical conflict

I was also acutely aware of the risk of potential conflicts for participants and placing them in a compromising position. Robson (2002) identifies this as an ethical consideration whereby a participant may potentially be placed in a situation where they would be critical of a policy or process when being asked to speak their mind. I managed this by offering assurances of anonymity and confidentiality to all participants. This was further mitigated when considering the ethical code which covers this study. *Researchers
should strive to protect the rights of those they study, their interests, sensitivities and privacy’ (British Society of Criminology, 2006, p. 1). My interview schedules (see Appendices 1 and 2) were approved by the University of Portsmouth ethics panel. This is discussed in more detail later in this chapter within the ethics section.

Having acknowledged my initial concern with regard to anonymity, I found that in the case of most of the strategic decision-maker (SDM) interviews, participants were happy to be identified. I feel this is in part due to their status and engagement on a national level with regard to the development of the PEQF. Despite this, I decided to apply anonymity across all participants.

iv) Bias

Davies et al. (2011) warn of bias and the risk of reflexivity, described as taking into account how the researcher’s own assumptions and views have impacted on the research processes, while Holloway (1997) and Charmaz (2006) claim that interpretive research needs to be reflexive. In designing the questions and interview structure it was important I ensured that all questions had a purpose and were clearly linked back to the overall aims of the research. Themes and questions were developed from three main areas; the academic literature which I have engaged with to date, national documents circulated by the College of Policing which are seen as either position or direction of travel documents, and first-hand interactions between stakeholder representatives during the development of the PEQF.

5.4 Sampling

The above section describes an approach to the research methodology and the rationale for the selection of the research methods used for data collection. Having identified the appropriate method of data collection it was necessary to identify the appropriate sample of participants. In the next section I start with a discussion which informs my rationale for the choice of sample. It goes on to outline a broad overview and an explanation of the
population I targeted and finishes with a more detailed view of the specific groups selected.

**Approach to sample selection**

Sampling is the process by which the researcher selects appropriate sources from which data will be obtained. Samples are usually representative of a population, described by Gilbert (2008, p. 153) as ‘...the collection of all the people belonging to a category’. There are many ways in which the sample can be selected which complement either quantitative or qualitative methodologies, but methods of selection fall loosely into two categories; a probability sample (randomised) or a non-probability sample (non-randomised) (Davies et al., 2011). As implied by the name, probability sampling is where a sample of the population is identified and the probability of being selected is known. For example, one in five from the population will be selected for the sample, and the one in five will be selected at random (Bachman & Schutt, 2012). Conversely, in a non-probability sample, the size of the population and probability of being selected are not known. Bachman & Schutt (2012, p. 166) suggest scenarios when this approach is useful, for example when a ‘... population is not readily identifiable or when exploring a research question which does not concern a large population’. In this study, it could be argued there is a large population in terms of members of the wider police service and higher education who collaboratively will engage with and deliver the PEQF. However, in reality the population most affected by the PEQF will be those who join the police through these new entry routes, who could be identified as the end user population of the PEQF. Given that the PEQF at this time has not been widely implemented, this population does not exist. This research focuses very much on the development and consideration around early implementation of the PEQF and will draw from the small population of individuals who have been involved in the process so far. Therefore, adopting a non-probability approach I was able to create a small but specific
sample of people who have been directly involved in the development of the PEQF to date which reflects the overall population engagement.

Davies et al. (2011) highlight the importance of sound decision making in selecting appropriate samples for any given research opportunity. With a qualitative approach a richer understanding of the issues by the participants is useful and as such a smaller number of participants is acceptable. If carefully selected, a relatively small sample can produce great diversity, detailed information and rich descriptions. Understanding the emergent nature of the area of study and ensuring detailed and relevant primary data is collected, a purposive sampling approach has been taken. Purposive sampling is a technique widely used in qualitative research for the identification and selection of information-rich cases for the most effective use of limited resources (Patton, 2002). I saw this purposive approach was particularly relevant and appropriate for the selection of candidates. As will be discussed later within this thesis, there remains both police forces and universities that have distanced themselves from the development of the PEQF for a number of reasons. Therefore, I wanted to engage with participants who have been proactive in developing the PEQF. Some police and academic leads have been more prominent in challenging the potential advantages and disadvantages of the PEQF. These individuals were easily identifiable through their open and continued engagement with the College of Policing’s developments around the PEQF.

There is however a word of caution with this approach. Harvey (2011) identifies participants at the top of their careers and echelons of knowledge as elites, and warns of the unique characteristics of these individuals in the context of data collection. First, time constraints may mean they will set time parameters which are likely to be different to other participants. Second, they may have a tendency to go off at a tangent, and third, they will offer a greater amount of information than other participants. Thus I provided as much information as possible to participants in advance of interviews. I researched each candidate as fully as possible before engaging
with them, and as further advised by Harvey (2011) I avoided the use of closed questions.

**Target population**

The previously mentioned purposive approach to participant selection allowed me to create two groups to which participants aligned. Subsequently the semi-structured interview framework could be tweaked for each group, thus collecting meaningful relevant data from each group. Group 1 (n=9) consisted of strategic decision makers within the development of the PEQF. Where possible these participants had been involved in the development of the early products within the PEQF. This group was not geographic or rank specific. The intention was to induce data at both a strategic and operational level. These groups were:


ii) Academics with experience of working within police education and PEQF development.

iii) Representatives from the professional body.

The main focus of these interviews was to explore the perception of strategic leads as to how the PEQF may or may not contribute to the professionalisation of the police service. Within the semi-structured interview schedule, I looked to explore four broad topic areas:

i) Setting the scene and situating the PEQF.

ii) Professionalisation of the service.

iii) Education versus training in the police.

iv) Challenges and opportunities for implementation.

This allowed me to open each topic area with a broad question, and in line with the theory of semi-structured interviews tailor probing questions to
each individual participant’s niche areas of expertise and understanding. The interview schedule for these participants is included in Appendix 2.

Group 2 (n=10) participants were drawn from officers who had either joined the service post academic study or undertaken academic study once in service, referred to as graduate officers (GO). Primarily the purpose of these interviews was to focus on the links between higher education and police officer development. In doing so I identified three groups of serving officers whose entry into and development within the service to an extent reflect routes and qualifications within the PEQF. These included:

i) Pre-join foundation degree graduates.
ii) Non-policing degree graduate entrants (Police Now Officers).
iii) Officers who had undertaken undergraduate education or higher while in service.

The main purpose of these interviews was to explore officers’ experiences as students and how this had impacted on their knowledge and professional development. Within the semi-structured interview schedule, I looked to explore four broad topic areas:

i) Participants’ learning experiences.
ii) Preparedness for operational duties.
iii) Use of graduate attributes within their role.
iv) Their perceptions of the service as a graduate profession.

The primary purpose of these semi-structured interviews was to explore the experiences of officers which were as close as possible to those which will be experienced by individuals going through the PEQF. As such, the sampling methodology for participants was again purposive. Barbour & Kitzinger (1999) suggest that it is appropriate to consider participants based on the nature of the research question and the range of people who need to be included.

Once again, an interview schedule (Appendix 3) was used as a framework, but for these interviews the focus was more on the participants’ experiences
and the relationship between the police and study at that level. There now follows a fuller explanation of these graduate officer groups and their relation to the PEQF.

**Interview participants**

Having identified the two broad groups to which participants were aligned, this section will consider the participants and purposive selection in more detail. It is important to acknowledge at this stage that some of the participants within group 1 (n=3) were known to me. In all cases this was in a professional capacity due to the work I have been involved with during the planning, design and development of the PEQF. Similarly, some participants from group 2 (n=2) were known to me in a professional capacity. Knowing participants did not present any issue, at the start of each interview I explained the purpose of the research, that I was undertaking the research in my capacity as a doctoral student, not my professional capacity, that interviews were confidential and gave them the opportunity to ask questions or terminate the interview at any time. This approach minimised any risk or potential issues which may have arisen. Data collected from this group of participants comprised of 19 semi-structured interviews lasting between 45 minutes and an hour each.

Table 4 below summarises the interview participants.

**Table 4: Interview participants**

<table>
<thead>
<tr>
<th>Participant role</th>
<th>Group 1 - Strategic decision makers (SDM)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chief Constable (M)</td>
<td></td>
</tr>
<tr>
<td>Chief Constable (F)</td>
<td></td>
</tr>
<tr>
<td>Police and Crime Commissioner (M)</td>
<td></td>
</tr>
<tr>
<td>Head of Learning and Development – responsible for PEQF implementation (F)</td>
<td></td>
</tr>
<tr>
<td>Head of Learning and Development – responsible for PEQF implementation (F)</td>
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</tr>
<tr>
<td>Head of Learning and Development – responsible for PEQF implementation (M)</td>
<td></td>
</tr>
</tbody>
</table>
College of Policing representative (M)

Academic Lead for Policing – Programme leader for institution’s proposed PCDA programme (M)

Academic Lead for Policing – Head of Department (Policing Studies) at an institution planning early implementation with a partner force (M)

**Group 2 - Graduate officers (GO)**

- Non-policing degree graduate entrants (Police Now officer) (M)
- Non-policing degree graduate entrants (Police Now officer) (M)
- Non-policing degree graduate entrants (Police Now officer) (F)
- Pre-join foundation degree officer (M)
- Pre-join foundation degree officer (M)
- Pre-join foundation degree officer (F)
- In service officer - undertaken studies at Level 6 & 7 (M)
- In service officer - undertaken studies at Level 6, 7 & 8 (M)
- In service officer - undertaken studies at Level 6, 7 & 8 (M)
- In service officer - undertaken studies at Level 6, 7 & 8 (M)

Demographic information relating to gender (M – Male, F – Female) is included for each participant, however geographic information is omitted as a combination of this data could compromise the anonymity of participants.

**Group 1**

Group 1 afforded a small population of participants from which to draw, this was in part due to the limited number of people who at the time had been involved in the development of the PEQF, I was also mindful of Harvey’s (2011) reference with regard to elites. Thus when selecting the Chief Constables it was important to capture a range of views which reflect those of the National Police Chief Council. The Chief Constables selected have contributed to the national debate on the PEQF and through their own forces represent the extremes of demographic and financial spectrum. Chief Constable 1 is representative of a large mostly urban constabulary with high pockets of population density, large officer numbers and significant annual recruitment along with a substantial budget. Chief Constable 2 represents the views of a much smaller rural force which has a small
population, low officer numbers, minimal annual recruitment numbers and a significantly smaller budget. In order to secure individuals with this diverse perspective I approached 12 Chief Constables and invited them to engage in this research.

Similarly, when selecting the Heads of Learning and Development it was important to engage with those who had either been active in the planning and developing the PEQF or had experience of planning early implementation. At the time of the research taking place there was quite a limited pool from which to draw. Again, an approach was made to a number of potential participants, and I engaged with those who responded, being mindful not to engage with multiple participants from any one constabulary. It is therefore important to note that the participants who fell into the above two categories of strategic decision makers were all from different police forces. This not only brought the views of differing constabularies who were actively engaging with the PEQF but also allowed for a more representative view of the sector as whole.

At the time of this research engagement from higher education was mixed, so once again a purposive approach was taken to selecting participants. This was to ensure participants with an appropriate level of knowledge and understanding were selected to allow meaningful engagement with the interviews. Again, consideration was given to ensure involvement only with respondents who were not directly linked to the police forces selected in the above two categories.

**Group 2**

The graduate officers fell into three broad categories; pre-join foundation degree graduates, non-policing degree graduate entrants (Police Now officers) and officers who had undertaken undergraduate education or higher while in service. It is acknowledged that this is a broader population with which to engage but again it was considered appropriate to adopt a non-probability approach. As with group 1, initial contact was made via
email request to engage in this research. Foundation degree graduates were identified through alumni lists of three Northwest region universities, non-policing graduates were emailed via Police Now. As will be discussed later, to a certain extent the Police Now programme reflects the proposed Degree Holder Entry Programme (DHEP) within the PEQF. Serving officers were again contacted through alumni lists. Email correspondence was sent to potential participants who had engaged with relevant areas and levels of studies and I engaged with responding participants.

Foundation degree policing graduates

Mirroring the proposed PEQF pre-join degree, pre-join foundation degrees have been in existence since around 2006/7 and are predominantly delivered at a local level through established partnerships between an HE institute and a police force. While not currently being delivered at Level 6, the Level 5 required for the foundation degree is significantly higher than the current Level 3 Diploma associated with the IPLDP. Semi-structured interviews were held with officers who had undertaken one of these types of programme and subsequently joined the police.

The purpose was to explore how this level of police education prior to joining the service had impacted on participants’ knowledge and practice. Relevant to this research these participants have engaged in a course of study which directly reflects one of the new entry routes into the police within the PEQF. Furthermore, the research presented an important opportunity to capture the attitudes and perceptions of the participants and gather data pertaining to how they perceived that other serving officers viewed them. This is relevant to the research as it helps to gauge and understand levels of resistance to this type of education for police recruits which exist within the service.

Non-policing graduate entrants

This aligns with the Degree Holder Entry Programme (DHEP). Currently on average 42 per cent of police recruits nationally join as a graduate (College
of Policing, 2017). Even though the post-join training currently offered to these entrants is different to that being proposed by the PEQF, the concept of undertaking a graduate qualification prior to entry and the subsequent bringing of graduate skills into the police is relevant. It is further acknowledged that there are currently a range of graduate entry programmes being used by forces such as direct entry Detective, direct entry Inspector, direct entry fast-track promotion and Police Now.

The Police Now scheme is a graduate entry route developed by the Metropolitan Police Service and is now used widely by other forces nationally, with the purpose of developing police officers from graduates who join the service having a degree in any subject area. The programme delivers the IPLDP to officers in a shorter than normal timeframe and relies on graduates’ skills and abilities to develop officers more quickly. As such, participants from Police Now were selected for this group as the programme more closely represents the suggested DHEP within the PEQF. Further to this, Police Now has been subject to a research study – referred to in this research – by Hartley & Khalil (2018), the results of which have been used to inform developments within the PEQF.

In service graduates

While not aligned to a specific entry route, a key theme within the PEQF is to allow the opportunity for the development of existing officers through gaining academic qualifications in line with those within the PEQF. The College of Policing has identified a number of strategies to support this. Therefore, interviews were conducted with serving police officers that have undertaken a wide range of policing-related academic qualifications, from undergraduate through to Level 8, while in service. The purpose again was to explore changes in attitude, practice and process towards operational policing and/or self-development. The interview schedule for these participants is included in Appendix 3.
In considering the relevant theories of sample selection and also reflecting on the position of key individuals within the development of the PEQF, I feel taking this approach to sample selection has allowed for data to be collected in a way which has brought a broader and more authentic understanding of the challenges to this particular process within its own setting (Gubrium & Holstein, 1997).

5.5 Data collection and analysis

Data was collected from (n=19) interviews, with various factors impacting this number. Elite interviews were difficult to access and had a limited pool from which to draw before saturation of data was reached (the point by which interviews seemed to yield little additional information (Bachman and Schutt, 2014)). Where possible interviews were conducted face to face, but due to the wide geographic spread of candidates, this was limited to (n=5) participants. Where interviews were not possible face to face they were either conducted over the phone (n=3) or via video call such as Facetime or Zoom (n=11). Of these virtual interviews (n=16) were recorded, when not possible to record the interview, contemporaneous notes were made at the time (n=3). During detailed analysis of these interviews I considered any difference in data collected from interviews using these differing media, I am confident it was the same for all.

Where interviews were recorded, recordings were transcribed as soon as possible after the interview, the same applied to contemporaneous notes which were written up as soon as possible, a practice supported by Gilbert (2008) to ensure data is not lost. I transcribed recordings, acknowledging the time-consuming nature of this task and recognising the demands on my time undertaking this study and working full time, it may have been appropriate to engage the services of a professional transcription service to transcribe the data collected. However, I opted to transcribe interviews by use of dictation software installed on my computer.
With regards to the analysis of the data I followed the six steps of thematic analysis as described by Braun & Clarke (2006), which are outlined as familiarising yourself with your data, assigning preliminary codes, searching for patterns or themes, review of themes, defining and naming themes and production of the report. A thematic approach was adopted as it lends itself well to a qualitative methodology and works well for identifying themes from data collected through interviews and is useful for summarising results from large data sets (Braun & Clarke, 2006).

As already identified, I transcribed and wrote up all interviews, a process which was useful for two reasons. First, it allowed me to re-listen to my interviews to ensure they were transcribed accurately. Second, I suffer from the learning difficulty dyslexia, so listening to, dictating and reading the transcribed data allowed me to fully engage, understand and as outlined by Braun & Clarke (2006) become familiar with the data in much more depth than just reading transcripts prepared by a third party.

During this process of familiarisation I was able to start to assign primary codes to my data to describe the content. In a qualitative study Gilbert (2008) refers to coding whereby segments of text are labelled with words or phrases. These codes can be pre-determined or developed iteratively as the coding takes place. Bryman (2016) states that coding should be seen as the starting point for most forms of qualitative data analysis. Lofland & Lofland (1984) give consideration to the developing of codes and from what they are derived. Within transcripts it is possible to identify portions of text which can be coded for example under ‘what is happening here?’, ‘what are people doing?’, ‘what are people saying they are doing?’, ‘what kind of event is going on?’, ‘what is the item of data about?’. Bryman (2016) gives further guidance with regard to ensuring coding is achieved as soon as possible. Thus I approached my coding by making notes within the margins and text which identified common language or use of words in response to questions, I further looked to identify commonality between responses from participants. These commonalities were also identified and coded.
Following this process I moved to stage three which involves searching for patterns and themes in the codes across the different interviews. Having identified codes, I brought these together and started to identify emerging themes across all interviews and started to triangulate this with the literature which I had engaged with so far. In doing so I was able to collate evidence which supported these themes and acknowledge any contradictory evidence. During this analysis process I started to engage with mind mapping technology and software, but found this quite challenging and difficult, something I put down to dyslexia and how I visualise things. Due to the challenges around my dyslexia and knowing I can process and understand this type of coded data better through a more pictorial way, I adopted a very visual and practical method to this mind mapping. I used a paper-based approach, involving cut out sections of colour and number coded text and grouping them on flip charts, thus creating emerging thematic schemes while maintaining links back to the original source. This also provided a very visual presentation of data and themes which allowed me to ascertain the point when I had enough data. Braun & Clarke (2006) refer to a point of theoretical saturation, where the researcher continues to capture data but is not learning anything new from it. While I acknowledge for this research project there was a limited, but appropriate, data collection sample, I did reach the point of recurring data, and as identified by Braun & Clarke (2006) I acknowledge this may then lead to a theory being narrower or more bounded in scope.

To finish the Braun & Clarke (2006) six thematic analysis steps, I reviewed the identified themes, defining them and giving them specific names and sub sections (stages four and five). Stage six is to produce a report. Within the context of this thesis a report is produced within Chapters 7 through 10 which present and discuss the findings and analysis further.

5.6 Research ethics

Finally in this chapter I reflect on some of the ethical challenges encountered in performing this research and how they have been managed.
As explained in previous chapters my road to undertaking this research has been a varied path. I have recently been a serving police officer and witnessed first-hand some of the cultures which exist in the police that have been identified through this research. More recently I have taken on a role in a university where undertaking research is expected as part of one’s own professional development. This role has allowed me a privileged position of being directly involved with the development of the topic being researched. Added to this, the research study serves a very personal purpose; that of completing my own professional doctoral studies. As such, balancing the ethical triangle in completing this study could have presented many issues. Fortunately, this has not been the case, but there are a number of considerations to take into account. Scott, Brown, Lunt & Thorne (2004, p. 56) identify the possible ‘... tension between the two sites of practice within which the professional doctorate student is expected to work’. This can bring challenges for the researcher who operates within the workplace with regard to gaining credibility for the research undertaken. Accusations of bias, coercion and breaches of confidentiality are all areas which require control measures. As previously identified, I see myself as an ‘insider researcher’, and while I acknowledge certain privileges which support this claim, I was mindful in mitigating them where possible.

In approaching this research, I was clear from the outset and emphasised in any documentation that my research role for this study was as a professional doctorate student with the University of Portsmouth. Where possible I avoided interviewing participants who are staff at my own institution or who have studied with us, but acknowledge that there has not been a total avoidance from a student perspective. When this has been the case, for example when engaging with graduate officer interview participants, themes were focused on experiences within the police, not as a student at the University. Again, I made my standpoint clear with participants, always affording the opportunity for them to opt out if necessary. None of the candidates had studied on programmes where I had
been involved in the delivery of content. With regard to members of the working groups and forces I engaged with, a broad range of participants were selected. I was conscious not to select individuals who could be seen as being ‘safe’ in terms of their opinions and motivations for being involved.

As previously outlined, participants were selected through a purposive approach. However, within this a mix of participants were selected who provided a significant range in role and rank/seniority within the organisation in which they were situated. This in itself could have presented challenges in terms of my hierarchical position to them. Having left the police service five years ago and finding my way as an early career academic this may have brought challenges in terms of credibility and reputation. To address any negativity or potentially coercive behaviour, all participants were fully cognisant of my position as a student at the University of Portsmouth. All participants were given briefing documents and consent forms to sign in advance of any interviews and/or discussions. Further opportunities were given during meetings for participants to ask any additional questions or air any concerns. All participants were offered the opportunity for anonymity in advance. This was reaffirmed verbally at any meeting in person or over the phone. It is noted that not all participants took advantage of this. However, this process reassured them and me that they undertook this process freely and supportively.

Bachman & Schutt (2014) make reference to selection bias and sampling error, both of which could be relevant within my sample selection. As previously mentioned, the relatively small population with which to engage was limiting and I acknowledged the potential for this type of bias to happen. However, sampling as broad a range of participants from different organisations as possible mitigated this. With regard to answer bias and the potential for overwriting or underwriting answers to give a particular manipulation to a respondent’s answer (Gilbert, 2008), I adopted the practice promoted by Bryman (2015) and Fielding & Thomas (2001) where interview schedules were proofread and checked by a third party. Being
careful not to use closed or leading questions was also key to this. Finally, my own self-awareness and continual self-checking when it came to taking contemporaneous notes helped to alleviate this.

In line with the Data Protection Act 1998 which protects personal data, all data collected was stored electronically on a password protected external hard drive. Interview transcription and data analysis was completed on a password protected computer. When not in use the password protected hard drive was stored in a locked cabinet. No other primary data was collected other than that from interviews and all literature accessed was freely available to any researcher who has the usual access to the likes of Athena. However, I do acknowledge that I have been able to access some documents more expeditiously than an outsider may have been able to.

Prior to commencing this study, ethical approval was sought through the University of Portsmouth ethics panel. Ethical approval was granted and notification of this is included in Appendix 5.

Having completed a detailed explanation of methods of data collection, the following chapters introduce my findings and analysis of the data collected.
Chapter 6: Findings and analysis 1 – The PEQF: A different future

Findings and analysis: Introduction

This chapter will initially outline the analysis undertaken upon the data. It will then introduce the findings and analysis, which continue in this chapter and over the next three. It also explains how participant anonymity was managed and how elements of data were quantified so the reader can gauge a sense of the number of participants who shared a particular perspective.

As discussed in the methodology chapter, data was collected via semi-structured interviews. Interviews were recorded, transcribed and subsequently thematically analysed. From this exercise I identified four clear themes, which were analysed in more detail. These were categorised into the themes which are summarised in the following section and discussed in the upcoming chapters.

6.1 Themes

As identified above, the data analysis revealed four broad themes, each with sub-themes reflected within the main theme. What follows is a very brief introduction to the main themes and sub-themes, which are discussed in this and the following three chapters.

Chapter 6: Findings and analysis 1 – The PEQF: A different future

Within this chapter the discussion following analysis of the data focuses on the PEQF and its position within the professionalisation journey of the police service. The chapter starts by positioning the PEQF as an opportunity to change the service toward a graduate profession, it continues with a discussion of drivers for change which include the relationship between the PEQF and professionalisation and the PEQF and the apprenticeship levy. It concludes with some
thoughts relating to the PEQF and consistency. Through this process it highlights the importance of the tri-partite relationship between the police service, higher education and the College of Policing.

Chapter 7: Findings and analysis 2 – Professionalisation

The analysis of data within this chapter once again draws focus to the current position of the police service and professionalisation, it discusses where the service views itself within the professionalisation journey. In doing so it considers – with regard to the move to a graduate profession – what ‘graduateness’ contributes toward the professionalisation journey. It concludes with thoughts as to what a measure of success may look like.

Chapter 8: Findings and analysis 3 – Education: A paradigm shift for police training

As has been identified, the PEQF re-profiles existing police training to police education. This paradigm shift for police education represents a number of opportunities for the way in which future police education is delivered. The analysis of data within this chapter considers what this new horizon may look like and goes on to propose what is required to move existing police training to police education so as to align with the new vision. It concludes by examining opportunities for how these new programmes can be delivered to support this journey.

Chapter 9: Findings and analysis 4 – Challenges and opportunities for implementation

This chapter presents findings related to the challenges and opportunities for implementation. In doing so it considers the wider support network within forces required to support implementation, which includes workforce planning and recruitment. Beyond this it presents the opportunity afforded by the PEQF for forces to develop
into learning organisations, and concludes with a discussion regarding the challenges of abstraction in relation to front line officers which will be required to support this paradigm shift in police education.

6.2 Data presentation

As identified in Chapter 5, I utilised a qualitative approach to data collection in order to gain an empathetic view from participants who understand the subject area in their own context (Frankfort-Nachmias, 2002). However, while this gives a human perspective to the data and captures valuable emotions and reactions, it is beneficial to add a quantitative value to the data to be able to express a weight of agreement for any particular data set (Bachmann & Schutt, 2014).

As can be seen in Table 7, participants are identified through a participant number. Participants numbered 1 to 9 are identified as strategic decision makers and influencers within the police and HE with regard to the implementation of the PEQF. This is different to participants 10 to 19 who represent officers who have had experiences within HE which are similar to those offered through the PEQF. This delineation is identified in certain responses within the data analysis as it is anticipated that these two different groups will have differing amounts of knowledge around certain aspects of the PEQF. As such, questions were tailored accordingly while maintaining the same overarching themes. In giving a quantitative measure to the data as indicated above, I have used specific and consistent terminology when illustrating the data. This gives a measurable sense of support for any one theme. This notion of measure is applied when referring to the participants as a whole group or in the two identified sub-groups above. The measure for this is outlined in Table 5 below.
Table 5: Quantitative measures of data

<table>
<thead>
<tr>
<th>Terminology</th>
<th>Percentage agreement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Small minority</td>
<td>24% or less</td>
</tr>
<tr>
<td>Minority</td>
<td>25% to 49%</td>
</tr>
<tr>
<td>Majority</td>
<td>50% to 74%</td>
</tr>
<tr>
<td>Strong majority</td>
<td>75% and over</td>
</tr>
</tbody>
</table>

Throughout the thesis and in particular in the following chapters, the participants have all been afforded anonymity. While some participants were happy to be identified it was decided against identifying some participants and not others. As such within the following chapters a number is used to identify participants. The role of participants and associated participant numbers are listed in Table 6 below.

Table 6: Interview participants and numbers

<table>
<thead>
<tr>
<th>Participant role</th>
<th>Notation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strategic decision makers (SDM)</td>
<td></td>
</tr>
<tr>
<td>Chief Constable</td>
<td>SDM 1</td>
</tr>
<tr>
<td>Chief Constable</td>
<td>SDM 2</td>
</tr>
<tr>
<td>Police and Crime Commissioner</td>
<td>SDM 3</td>
</tr>
<tr>
<td>Head of Learning and Development</td>
<td>SDM 4</td>
</tr>
<tr>
<td>Head of Learning and Development</td>
<td>SDM 5</td>
</tr>
<tr>
<td>Head of Learning and Development</td>
<td>SDM 6</td>
</tr>
<tr>
<td>College of Policing representative</td>
<td>SDM 7</td>
</tr>
<tr>
<td>Academic Lead for Policing</td>
<td>SDM 8</td>
</tr>
<tr>
<td>Academic Lead for Policing</td>
<td>SDM 9</td>
</tr>
<tr>
<td>Graduate officers (GO)</td>
<td></td>
</tr>
<tr>
<td>Police Now officer</td>
<td>GO 1</td>
</tr>
<tr>
<td>Police Now officer</td>
<td>GO 2</td>
</tr>
</tbody>
</table>
Chapter 6: Findings and Analysis 1 – The PEQF: A different future

6.3 The PEQF: A different future

As previously reflected on within this thesis, the call for national reform of police training and education is not a new concept. Reports such as *Training Matters* (Great Britain. HMIC, 2002) and Flanagan (2008) have both identified shortcomings in this area and have proposed significant reform. Neyroud (2011) and Winsor (2012) have gone beyond this, calling for the establishment of a professional body to oversee the police in England and Wales. Previous iterations of central police organisations being responsible for training, for example Centrex and the National Police Improvement Agency, received criticism for not raising standards or managing national inconsistencies of delivery between forces. Further to this, and more recently, there have been an increasing number of local partnerships between HE institutes and police forces developing local pre-join foundation degrees. These in the main, while being subject to higher education QAA scrutiny through validation processes, have had limited or no central policing authority scrutiny, again contributing to inconsistency of standards and levels of current initial police
education across England and Wales. The introduction of the College of Policing, the subsequent Policing Vision 2025 and the wider professionalisation agenda, has led to the development of the PEQF with a view to transforming police education. As one participant stated:

*The PEQF is about setting standardised qualifications to rank and role which will support recognising the police as a profession.* (SDM7)

The findings discussed within this chapter consider the perceptions of participants with regard to what extent, if any, the reform outlined within the PEQF will be different to previous iterations of police education reform. It then goes on to consider the drivers for change which have helped shaped products within the PEQF. It also considers the appropriateness of the police becoming a graduate profession. There is further discussion with regard to the levels and types of qualifications within the initial entry routes (IER) of the PEQF in Chapter 9. This chapter concludes by looking at how national consistency may be achieved.

At this juncture there are two points of note to consider:

- For reasons previously identified around the qualifications within the PEQF for Sergeants and above remaining in consultation, the thesis focuses on the initial entry routes into the police.
- As alluded to throughout the thesis, much of the debate is predicated on the link between the PEQF and the professionalisation agenda. While professionalism is touched on in this chapter, there is a fuller discussion in the following chapter.
6.4 The PEQF: An opportunity to change

Policing Vision 2025 (NPCC, 2015, p. 2) clearly identifies that ‘The communities we serve are increasingly diverse and complex, necessitating a sophisticated response to the challenges we now face’. The vision continues within its mission and values stating that the service will ‘... embed consistent, professional practice that is ethically based and informed by a shared understanding of what works to deliver public value’ (NPCC, 2015 p. 4). As such, there is not only a clear purpose for this reform of police education, but also a measure by which to judge success. A strong majority of participants who held a strategic decision-making role within a constabulary, felt that success would be measurable in line with Policing Vision 2025, in that the PEQF will provide an increased level of service delivery to the public. This vision of success is discussed in more detail in the following chapter.

A strong majority of participants saw that the role of the police – and in particular that of the response officer – had changed significantly over time. There was general agreement that the modern workforce needs to be different to meet the challenges of the future. However, there was no consensus as to what this ‘different’ would actually look like. As Holdaway (2017) suggests, as the capacity within the service reduces due to increasing budget cuts, the capability of officers must improve. With one participant again referring to the Policing Vision 2025 document, suggesting:

There is universal acceptance that there is a need for enhanced capability within certain areas of policing, it is now a matter of how rather than when this change will take place, the PEQF is seen as the vehicle of change. (SDM7)

This was caveated by:
Forces need to work closely with HE, to ensure programmes meet the requirements of the PEQF and the College of Policing must QA these partnerships. (SDM 9)

To this end the following question is solicited: in accepting that the role of the officer will be different, is the PEQF fit for purpose to facilitate the professional development of this new breed of officer, and is there sufficient buy in to ensure its success?

Dealing with the second issue first, and again taking into account participants who hold those key strategic decision-making roles within forces, there were mixed feelings as to the level of understanding of the PEQF at various ranks within the service. In turn this tended to influence the level of buy in by those individuals. A further influencing factor which emerged through discussions was that individuals at all levels were sometimes struggling to see the long-term benefits of the implementation of the PEQF, as suggested by one participant:

I’m not convinced it will have the radical change and impact, this is because I don’t think people have really bought into its benefits as they may not be fully realised for another five to ten years. (SDM5)

This is further supported by claims that this process of change must be seen as evolutionary rather than revolutionary, with real, tangible, long-term, measurable benefits only available sometime after its implementation. This is evident when considering lessons which can be learnt from other professions; paramedicine and nursing are now seeing the benefits of their journeys some 20 to 30 years after they started.
As previously stated, I have been part of the national development of the early products within the PEQF and I have observed that the key influencing role within forces which will significantly favour the PEQF, is Head of Learning and Development. Interview participants reinforced this by suggesting that this role is one which needs to influence both up and down. Furthermore, and as will be discussed in more detail in Chapters 8 and 9, the role is pivotal to future relationships between HE institutes and forces.

With regard to the issue of whether the PEQF is fit for purpose, it is fair to say at this stage that with regard to the initial entry route qualifications, there was general consensus from the majority of participants that the qualifications were appropriate and offered beneficial options to educate recruits at Level 6. However, as will be discussed later in this chapter this is at odds with opinions favouring the requirement of police constables to hold a degree.

One criticism often levelled at initial police training delivery through the IPLDP is that of inconsistency, with forces opting in or out of the associated Level 3 diploma qualification. A consistent theme, which came from a strong majority of participants is one of the PEQF being mandatory. This was explained by one participant:

*Yes this should be different as there is an element of mandation about it, so where in the past there has been some option as to the extent to which a force engages, what will make the difference here, will be the mandate to follow the PEQF.* (SDM3)

However as seen in the literature relating to paramedicine and nursing the mandatory requirement of qualifications is managed by the professional body, in part, through registration. This is something the College of Policing is not at this stage pursuing. We must however
consider that police regulations have been changed to reflect the new initial entry routes. All three routes lead to officers being graduates either on entry or as part of their initial education, and these routes will be the only option to join the service from 2020. However, there was much debate with regard to reaching standardisation across entry routes and across forces. A discussion on this concludes this chapter.

In deliberating whether the PEQF will be different, it certainly has the opportunity to be so through its mandated implementation, increased levels of education and the agreed acceptance for the need to develop the workforce. However as with any transformational change there are other external drivers for change which must be considered. This chapter now turns to consider two significant drivers which have influenced the development of the PEQF: professionalisation and apprenticeships.

6.5 Drivers for change

As noted in the previous section there are clear internal drivers for change in terms of developing staff to equip them with an identified new skill set that is relevant to policing in the 21st century, but there are also external drivers. The first is the professionalisation agenda as set out by the College of Policing and articulated through one of the work strands associated with the implementation of Policing Vision 2025. Within the Initial Entry Routes for Police Constable, Strategic Overview document (College of Policing. 2018, p. 4), the College refers to ‘... making the workforce transformational element of Policing Vision 2025 a professional reality’. Second, the timely introduction by the coalition government in 2015 of the proposed higher and degree level apprenticeships and the introduction of the accompanying levy had a significant impact on the development of
products within the initial entry routes of the PEQF. As one participant suggested:

_The introduction of the PEQF coinciding with the launch of the new apprenticeships and levy is unfortunate._ (SDM4)

**The PEQF and professionalisation**

As has been discussed in the literature, there is significant dependence placed on the relationship of graduate education and professionalisation. This section of the chapter discusses the relationship between the PEQF and professionalisation.

As identified in previous chapters through the work of Eraut (1994), Gates & Green (2014), and Holdaway (2017), the discussions around the traits and characteristics of a graduate profession and those of professional status go together hand in glove. This notion supports and gives credit to the recent calls by Neyroud (2011) and Winsor (2012) for professionalising the service and improving the training of new recruits and existing officers. Added to this are the identified characteristics and benefits of a graduate, such as attitudes towards diversity issues, skills improvement, and civic engagement (Bynner & Egerton, 2001) and their close alignment to the characteristics of a graduate profession. It could therefore be argued that the Level 6 education requirement to join the police was a fait accompli, a box ticked by the newly established professional body for the service.

However, there was unanimous agreement from participants that policing reflects the requirements of Level 6 education and this needed to be recognised. There is often reference to and comparison with paramedicine, nursing, social work and other professions the police work closely with, it has been seen in the literature (Khalil & Liu, 2018; College of Paramedics, 2015) that the requirement for
graduate entry in paramedicine and nursing has enhanced both their outcomes and their recognition as professions. There is currently a strong feeling that while the police operate at the level of a profession, it is not always recognised. The PEQF will go some way to address this, as exemplified by one participant:

*I think it has always been a profession, all the College is trying to achieve, in my view, is getting on to a level footing with other areas of business.* (SDM2)

With this in mind and considering the discussions were framed around the educational element of the PEQF, there was a strong majority who believed that in terms of improvements, raising the standard of police initial training to education was a good thing. Throughout the development of these early products within the PEQF, there has been considerable debate and discussion from the service, HE and the College of Policing as to what this educational experience may look like, and there is still much debate on the detail around the models of delivery. As new partnerships develop, from procurement to implementation, there is a strong sense that for this reform to be effective, delivery of these programmes needs to be different, as noted by one participant:

*I see this as one of the most significant changes especially as it links in with professionalisation, where the educational requirement and in particular the joint requirement with HE, makes this big step change more likely to happen.* (SDM5)

However, the need to maintain national consistency and standardisation within these differing models of delivery became a strong theme in terms of the successful implementation of the PEQF.
The PEQF, apprenticeships and the levy

Across participants there was a consensus that apprenticeship schemes brought many opportunities. There was a strong opinion that the apprenticeship route offers the opportunity for a vocational degree which is appealing both to the employer and employee and supports the widening participation agenda. While there are positive aspects of the graduate profession agenda, the PCDA is not the only qualification within the PEQF, and there is an overall suggestion that the PEQF will provide challenges for forces in relation to recruitment. This discussion fell into two main areas of concern. First, challenges to workforce planning for HR departments and the need for the service as a whole to get better at this. Second, the risk that while the apprenticeship route is seen as one which will support widening participation for recruitment to the police, the PEQF will limit applications to the service to white middle class males. However, the majority of participants acknowledged there is little evidence to support these claims. However, the ability for the service to flex and shrink its recruitment patterns, as it does now, to meet its demands will be challenging through the PEQF. As one participant stated:

*I think that this is quite radical and I suppose my concern as a Chief Officer is that are we actually going to be able to match our demands in terms of recruitment to how the PEQF is going to work.* (SDM2)

It was acknowledged that the apprenticeship route is one of only three initial entry routes, but due to the pressure of the apprenticeship levy and the opportunity to claim this back, it has placed all the focus on the development of this particular route. It was felt that this has translated into a lack of understanding within forces as to the bigger picture. As a result, it has potentially made
the wider opportunity of all three routes a harder sell, as it is often hard to see the PEQF as a whole. A wider discussion around the interaction of these three entry routes and their associated educational features and modes of delivery is included in Chapter 9.

Nevertheless, the associated levy which all forces are subject to in varying degrees, has had a significant impact on discussions throughout the national development of the PEQF, and still remains an area of much debate and concern as observed by one participant:

*The obvious driver for change is a professional business case based on the introduction of the levy for the apprenticeships and the need for the service to benefit from this.* (SDM7)

Without doubt the levy has been important throughout the development stages of the PCDA, with suggested levy payments ranging from around £400,000 for smaller forces to the Metropolitan Police Service (MPS) purporting a levy of £12 million per year. It has certainly been the bigger forces that have been more vocal on this front. The relationship between the benefits of the qualification and the need to recover levy funding becomes challenging as forces move through the more formal rounds of procurement for delivery of the PCDA, as suggested by one participant:

*In truth the apprenticeship is just a learning model which allows forces to get their money back.* (SDM4)

This suggestion is taken a stage further by another participant who made the following claim:
In any other language this would be money laundering, what we are doing is redistributing the wealth back to the original organisation. (SDM8)

Regardless of this negativity and cynicism, there is overwhelming praise for degree apprenticeships from the Heads of Learning and Development, senior officers and academics interviewed. They see them as something which offers the opportunity to nurture staff as they develop through their early career and afford a truly blended approach to learning of university and workplace education. They are also seen as a way of attracting people into the service, and these points are discussed in more detail in Chapters 8 and 9.

6.6 An issue of consistency

To start this section, it is useful to reflect on the role of the College of Policing within the development of the PEQF. The College has a remit to the set the standards of police education in England and Wales, owns the national police curriculum, and licenses delivery of programmes.

While there are quality assurance measures in place assured by a mandated process of implementation, there is still concern with regard to the level of understanding and engagement from some forces, as explained by one SDM participant:

Not all forces are in the same place, however they will come along as it is mandatory, as such forces can’t opt out there is still the potential for inconsistency. It’s all good and well having a license provider scheme but how will they enforce it as they are a toothless tiger? (SDM4)
The College of Policing has never professed a desire to implement the PEQF by enforcement, and as a professional body the College is different to its predecessors. However, it has a responsibility to enable forces to work to the highest possible level, with education providers supporting this. The College of Policing very much wishes to achieve this through a supporting and nurturing implementation approach.

There is a consensus of opinion that the College of Policing has responsibility for setting the standards within policing and has a responsibility to uphold these standards, but as previously noted, there is concern about having the ‘teeth’ by which to do this. However, as identified by another participant:

*The College is very much in a position where they can mandate through negotiation and influence, it’s their link into Chief Council and if the NPCC agree the course of action and everyone signs up that’s where the tie in is and where the mandate comes from. Their power to the elbow will be through HMIC inspections where forces are assessed on how they are delivering.* (SDM2)

Further to this, Independent Office for Police Conduct (IOPC) has regulatory control over the police, it would appear that at a strategic level for forces there is a process in place to assure consistency and standardisation. It must be noted though, as mentioned in Chapter 4, that when compared to paramedicine and nursing the relationship between their professional bodies and upholding standards is a different model to that being proposed for the police. While a national mandate for consistency may go some way it will be at the operational level, and in particular with the partnerships between forces and HE institutes, that things will be more challenging. It is
apparent from pre-market engagement events being hosted by constabularies that each force is looking for a programme of study which reflects their individual requirements. These individual nuances however should not impact on consistency of quality, as through the HE institute’s validation process and the College of Policing Quality Standards Assessment (QSA) process, programmes should meet the core requirements. In these circumstances it is very much seen that the College of Policing should approve strict adherence to the requirements for what is delivered but should be less concerned with how, as affirmed by one participant:

*The College can comment on certain areas in terms of standard setting, in terms of is the curriculum upheld and followed in the programme. But as a professional body they would struggle to comment on the how, they could refuse to approve a particular delivery model just because they didn’t like it.* (SDM5)

However, this is contradicted by another participant who stated:

*Models of delivery must represent coherent, co-created programmes placing equal weighting on knowledge and application, the college must support this through the QSA processes.* (SDM9)

Given the discussions with participants, there is a feeling that the College of Policing have a process which will support consistency and a raising of standards, but that this will inevitably come up against significant challenges and possibly even abuse as forces and HE institutes construct these partnerships and programmes over the coming months.
In reflecting back to the start of this chapter, which considers will the PEQF be a different future for police education, there is certainly a strong sense that it has the potential to be. The PEQF raises police learning from training at Level 3 to education at Level 6, it forces collaborative relationships between the service and higher education and aligns police education with other professions. As with any new and significant change there will be challenges and the boundaries will be pushed during implementation. It is the relationship between the College of Policing, the police service and higher education which holds the key to successful implementation. Additionally, as identified the introduction of the PEQF brings challenges in other areas away from delivery, in particular in relation to maintaining a diverse recruitment base and workforce planning.

The key finding from this analysis is that it is without doubt that the move to Level 6 education supports the police in becoming a graduate profession, but as identified the risk is this becomes a tick box exercise which doesn’t allow the full potential of the PEQF implementation to be realised. Mitigation for this risk is that the approach to engagement and implementation of the PEQF is consistent with the tri-partite relationship between the College, the service and higher education having a shared responsibility for it.

If they get this right, the PEQF will support the professionalisation of the police, and what that professionalisation looks like for the service is the subject of the next chapter.
Chapter 7: Findings and analysis 2 – Professionalisation

Introduction

The previous chapter considered the concept of the PEQF and if it would provide a different future for police education. As discussed, it has the potential to hold a new future and bring benefits and opportunity to police education, professional development and ultimately support the professionalisation of the police. It is widely acknowledged that a significant driver for the reformation of police training has been the professionalisation agenda, as Fyfe (2013, p. 407) states, the ‘new’ profession is one which ‘... demands high standards of entry’. It is through the creation of the College of Policing and the advent of Policing Vision 2025 that the plans for professionalisation of the service have been laid. However there remains considerable confusion with regard to the current status of the police. Neyroud (2011) articulates this as the police being seen as acting with professionalism but needing to become a profession, a view which was upheld throughout the interviews. However, there were comments which reflect the views of Holdaway (2017) who reminds us that this process is not new and argues that in fact what is taking place is a process of re-professionalisation of the police. Further to this and as identified earlier it is the traits-based approach to professionalisation which is being adopted by the service. This runs the risk of creating a tick box exercise for the service, where the perception is that by ticking off each trait the service becomes a profession.

This chapter first considers the current perceptions from participants with regard to the status of the service as a profession. It continues by considering how the PEQF can potentially develop the skills of new recruits which will meet the needs of a profession. It concludes by considering what success looks like for the police service having the
PEQF embedded as its foundation for the continuing professional development of employees.

7.1 The Police service and professionalisation

As repeated throughout this thesis there are views that the service is already professional and acting professionally, but the question remains as to whether this equates to its transformation into a profession. This section discusses the current status of the service as perceived by participants. It builds on the discussion from the previous chapter which suggests the PEQF will embed being a ‘graduate’ profession, one of the identified traits (Green & Gates, 2014).

During discussions with participants, the strong majority were of the opinion that policing currently fitted very much with Neyroud’s (2011) ideology of being a service which acts professionally. However, a small minority went beyond Neyroud’s suggestion, propounding that it is a profession or at least moving toward being a profession. One participant suggested:

*This is not about professionalising, the police is already a profession. It is about recognising it as a profession.* (SDM7)

Here the clear risk of the professionalisation process becoming a tick box exercise is high, this transformation will only take place if the service truly engages with the new opportunities and develops from them. In support of this, within the traits and characteristics of being a profession it is suggested by Carr-Saunders & Wilson (1933), Greenwood (1957) and more recently Fyfe (2013) and Green & Gates (2014), that an ethical code is fundamental. In line with this the College of Policing has introduced a new code of ethics much in the same way as paramedicine and nursing, but as identified earlier in this thesis, they fall short of formal membership and direct accountability to this code in terms of fitness to practice. Eraut’s
(1994) traits of pupillage, structured education to join and progress within a profession are missing from the police, and thus it is considered to be out of kilter with other professions. With regard to professional development opportunities within the PEQF, for existing staff for example, it is acknowledged that CPD opportunities exist but are aligned to training and/or promotion, which again falls short of the notion of being a graduate profession. Unless the College of Policing further develops that part of the PEQF they will struggle to make the transition in its entirety. Throughout discussions there was considerable reference to other service professions such as teaching, medicine and nursing, again the theme which emerged when comparing the police to these other professions is that they are, in part, recognised as professions through professional learning and qualifications and the police are not. Clearly the PEQF is seen to be addressing the missing educational standards element of the profession.

As has been discussed elsewhere in the thesis the terms professionalisation, professionalism and profession are used interchangeably, and confusingly this impacts on how the service is seen both internally and externally. This is identified by Wood and Tong (2009) through significant events such as ‘Plebgate’ and the Hillsborough disaster, where the public did not have the same confidence in the professionalism which is alleged to exist. As one participant questions, is this something to do with the way in which the police service presents itself externally?

Policing is quite often the antimatter of Ronseal in as much as we are doing some fantastic things within the tin, but we resolutely failed to write anything on the outside. (SDM1)
It could therefore be suggested that the external image of policing needs to change if the public are to see this professionalisation journey and its benefits. However, as already suggested the police are facing numerous challenges and will need to develop and create a workforce which is fit for purpose to respond to the challenges in the 21st century. As outlined in Policing Vision 2025, (NPCC, 2015) the education given to this new breed of police officers needs to be fit for purpose. When comparing itself to other service professions who have raised the education bar, there is something around the police mission, uniform – and more often than not numbers – that brings the credibility that allows the police to do things and take control of situations. The challenges of austerity through continuing budget cuts and the ever-decreasing thin blue line (Holdaway, 2017) mean the police will have to be more capable in order to do more with less. This is a notion supported by one participant:

Making the assumption going forward we will have less officers, the ones we do have have to make the right decision first time reducing calls for service and becoming more efficient. (P6)

Reflecting on this suggested need for a more capable officer, it must be acknowledged that the graduate traits of autonomy, self-motivation and managing their own development (Bynner & Egerton, 2001) would support this. It was agreed by the strong majority that current police training did not allow for this type of development and that the PEQF would promote a more thought process led approach in order for officers to become more capable and efficient.

There is evidence already that the police service is starting to acknowledge a wider evidence base and use this to develop staff. However, there remains a tick box culture around police officers
keeping themselves up to date with new developments and legislation changes, and there still exists an element of staff being spoon-fed. There is an opportunity through the PEQF to develop independent learners through the proposed academic education approach at all levels of police officer development. The PEQF is about empowering staff to make critically informed decisions, developing professionalism in their actions and supporting officers to develop the skills to do this:

To me professionalisation is about being professional in what you do with the information, challenges, opportunities and everything that goes with that, but allowing you to have structured critical thought and therefore critical decision-making skills. (SDM5)

A strong majority of participants, certainly from the perspective of the service itself, felt that the police service demonstrates many attributes of a profession and is a long way down the route to being a profession. However, this is with a strong majority agreeing with the caveat that the professional educational element is currently not served by police training as it presently stands. As suggested earlier, the PEQF is seen as being potentially able to offer a solution to this, and this alignment to classic academic level qualifications could bring further benefits. By attaching an academic qualification that is commensurate with, and prepares officers for, the challenges of policing, it offers something which is relevant and tangible to those outside the organisation and may go some way to broadening recognition of the service as a profession. The next section of this chapter considers the attributes of graduate education, how these may support the professionalisation of the service and how they emerge in other service professions.
7.2 ‘Graduateness’ and the policing profession

As mentioned earlier in this thesis, graduate study brings with it an accepted range of skills and abilities which are inherently built into degree level education over and above subject specific knowledge. The University of Cumbria identifies these attributes as:

- Enquiring and open to change
- Self-reliant, adaptable and flexible
- Confident in their discipline as it develops and changes over time
- Capable of working across disciplines and with others
- Confident in digital skills
- Managing their own professional and personal development
- A global citizen who is responsible and contributes to cultural and economic wellbeing
- A leader of people
- Ambitious and proud

(University of Cumbria, 2018)

The University of Cumbria is not alone in identifying and promoting these attributes. Variations of these themes are reflected across HE institutes within the UK and worldwide. Thus the PEQF offers the service the opportunity to develop officers who not only have the relevant and specific policing knowledge delivered through the national policing curriculum, but also to develop those desirable graduate skills. The question to therefore be considered is whether these graduate skills meet the requirements of the service and support the professionalisation agenda.

In considering this it is important to acknowledge the universal acceptance of the changing role of the police constable in meeting the demands of 21st century policing, such as dealing with cybercrime
and ever more complex investigations. As mentioned in the previous section, a key attribute identified by the service which will support the professionalisation of individual officers is that of an independent learner who takes responsibility for their own professional development. Along with these attributes and as identified by one participant, critical thinking and critical decision making also figure highly on the requirements list:

It is about raising the performance in policing, ultimately the aim is that people must be given the autonomy to make the right decisions and do the right thing. (SDM4)

This is about getting away from the cultural perception that the police do things because it’s the way they have always done them. If it is around creating critical thinkers, police education needs to go beyond just thinking about solving the problem but thinking about everything else it impacts on beyond that. It is also about allowing people to make those decisions, implement them and supporting them if it goes wrong. It is about moving away from the previously mentioned blame culture to one of empowerment and confidence. As the then Home Secretary Theresa May suggested in 2012, the role of the College of Policing was in part to:

... place officers and staff members at the heart of the profession, helping them exercise discretion and solve problems to fight crime including stripping away burdensome bureaucracy and trusting the judgement of the skilled professional. (May, 2012)

The responsibility to challenge this established culture and drive change falls to all officers and as identified by one senior participant, this ability comes from people who have confidence in what they do.
This participant strongly believed this level of graduate education will assist this and suggested:

*There is a level of confidence from people who have job satisfaction which comes from three factors which are mastery, autonomy and purpose. If people have this in my mind it brings a respect from those both inside and outside as they can withstand scrutiny and challenge.* (SDM1)

It must be recognised that the initial entry routes of the PEQF focus on the changes to education for new recruits and will develop graduate skills within those joining the service. There is also a need to acknowledge that there is an aspiration that the PEQF will afford opportunities for existing staff through promotion and those in leadership and management roles to develop graduate skills for officers who follow this career route. However, these opportunities whether through recognition and accreditation, or through engagement with formal qualifications, must be afforded to all. Many officers during their service will specialise at the rank of police Constable. Current officers who choose to remain static at the rank they hold when the PEQF is introduced may never have the opportunity to engage with and benefit from these new opportunities. If this is the case there is a significant risk of creating a two-tier service that by default will undermine the PEQF and wider professionalisation agenda, as those aforementioned graduate benefits will not be embedded throughout the service.

The discussions around the development of graduate skills within the service start to build a coherent and rational argument for this approach. Inevitable comparisons with the health service – most usually nursing – were drawn in discussions. The majority of strategic decision maker participants acknowledged this comparison and while
accepting some similarities, saw this as a useful reference point for what is happening within the police. However, they all identified that nursing is very different to the way in which the police service is delivered. The main issue is around the environment in which each practice takes place. There was a feeling that the within nursing there was a confidence that allows nurses to make decisions, try things they are good at and undertake the analysis afterwards. Reflecting on the previously suggested elements which make up job satisfaction, it is suggested there is a clear purpose in the health service, which is to save people. Policing is not that simple. A comparison was drawn to undercover policing which really pushes the boundaries. In its simpler terms policing is unique in as much as whenever you are supporting one person you are by the nature of what policing is, policing against someone else and potentially taking away their liberty or rights. As one participant noted:

*Nursing is in a controlled environment, policing isn’t. Police officers of the future need to be independent thinkers, we need to equip them with the skills to make informed decisions and the ability to justify these decisions.* (SDM4)

Reflecting on these discussions it is fair to say there are lessons to be learned from other established service professions, especially nursing. However, it is clear that there are some fundamental differences in practice which need to be recognised.

When examining this, it was useful to discuss the experiences of candidates who had joined the police as graduates through similar processes to those proposed within the PEQF. These were namely Police Now officers and officers joining following one of the current pre-join degrees. There was also a small sample of officers who had undertaken study at a higher level during their service. Their
responses are drawn on in more detail in the following chapter but some of their responses and experiences around how they have engaged with their graduate skills are relevant here.

Within this sample of participants, there was unanimous agreement that the additional, non-policing specific skills gained through their HE experiences have benefitted them in their role as a police officer, in particular those skills around research, critical analysis, decision-making and independent learning skills. As one participant suggested:

\[I\ would\ say\ I\ sometimes\ think\ more\ critically\ about\ broader\ options\ in\ terms\ of\ my\ community\ networks\ and\ how\ to\ deal\ with\ victims\ differently\ ...\ I\ feel\ there\ would\ be\ more\ opportunity\ in\ demonstrating\ these\ skills\ if\ operating\ at\ a\ strategic\ level.\ (GO1)\]

These discussions build on the conclusion of the previous section, which identified clear benefits of higher education and how they meet the demands of the police service. This is supported by a very small sample of participants who have taken those skills into the workplace and benefitted from them. Interestingly and rather ironically, this same group of participants, all of whom incidentally have a degree education, acknowledge that they did not see the need for all officers to hold a degree on entry. While they all saw the benefits of this education to their current roles, their own experiences of the front-line response officer role suggested this level of qualification was not beneficial. A further theme within discussions was that they all saw the benefit of graduate education when moving into specialist roles and when looking toward promotion:
As a response officer no I don’t think I operated at that level, I relied more on the police training, however where the degree has helped me is around my own time management and self-development. However, I must admit having a degree makes me feel more professional. (GO6)

This further highlights the point made earlier that to really get the best from the PEQF, the opportunities and subsequent benefits must be realised in all aspects of the job. This includes officers with aspiration of promotion (fast track or otherwise), specialist roles, community officers and the officers who decide to see out their career as front line response officers. It is also about empowering all aspects of the existing workforce as much as capitalising on the new. This chapter concludes with a discussion as to how the success, or otherwise, of PEQF may be measured.

7.3 Measuring success

To conclude this chapter consideration is given to what success looks like, taking into account the previously identified perception of the service as professional. Will successful implementation of the PEQF make any significant change?

As identified earlier, the potential benefits of implementation of the PEQF may not be realised for some time. Participants suggested time scales of five, ten, and even 15 years or until examples of this new breed of recruits work their way through the ranks and become the senior police leaders of the future. It is only then that it will be possible to measure success. As suggested by one participant:

Culture in policing in anthropological terms, in terms of tribes, is almost 60 years old i.e. as long as the living memory of the
last person you knew. If I remember the person who retired the day I joined, you have 60 years of culture when I retire. We are up against a culture of 'I didn’t have a degree therefore I couldn’t join today therefore it’s not a good thing'. (SDM1)

Fortunately, Policing Vision 2025 (NPCC, 2015) sets out a clear statement which can be summarised as, the measure of success will be to provide an improved service to the public. There was unanimous agreement from the strategic decision makers within forces that this will ultimately be the measure of success. The level of service offered will increase and communities will feel safer and more reassured. This without doubt could just be seen as a raising of standards against the existing measures of policing success. It also has to be acknowledged that the PEQF is only one work stream associated with the successful implementation of Policing Vision 2025. However, it is reassuring that these key individuals within forces all expect to see benefits from the PEQF. In terms of thinking about realising this success, there is the ‘what’ (the PEQF), and the outcome; improved service delivery. What is missing is how the PEQF can realise this success. It is clear from discussions with participants that there is a common theme that this change will come through developing staff at all levels with skills commensurate to role and rank via education. With this comes the need to trust and support officers in their autonomy, critical thinking and decision making. In doing so a service is created which is seen to value its staff. There is also a need for the service to clearly set out its strategic vision, objectives and priorities. As one participant acknowledged:

By bringing those objectives and priorities to an individual level, developing people both laterally and upwards in line with our strategic vision and then adding in some public service
principles. That as a whole should see a better level of service.
(SDM2)

In reflecting on this chapter and previous literature with regard to professionalisation, it is clear that the service does display characteristics of a profession. It has a strong ethical code which officers adhere to, and a recently established professional body. The PEQF certainly provides the required graduate level education requirement and formalised CPD opportunities. However, if the police service is to pay more than lip service to the PEQF and truly realise the benefits of it, they must fully engage with it and the associated academic learning which it brings. This highlights a significant shift away from current training practices. With regard to this journey, it is one both forces and higher education need to undertake collaboratively. It is widely acknowledged that this will provide both challenges and opportunities for the partnerships and the way in which education is delivered to police officers, but the benefits are there to meet the required increase in service delivery. It is this continued focus and ultimately that measure of success against service delivery which would suggest that there is still a gap to be filled.

A key finding from analysis of the data is that while there is a direction of travel toward professionalisation, there is difference of opinion as to where policing is on this journey and what the end result will look like. It is clear the traits-based approach to professionalisation is the preferred approach of the College and the PEQF supports this, but by not fully engaging with all aspects of the PEQF there is a risk of adopting this traits-based approach only in part and not meaningfully, which would undermine the transition towards becoming a profession.
The following chapter discusses education and the paradigm shift for policing in considering delivery of the initial entry routes within the PEQF.
Chapter 8: Findings and analysis 3 – Education:
A paradigm shift for police training

Introduction

As presented in the findings of the previous two chapters and as discussed in the literature, it is apparent that the PEQF has a significant part to play in the professionalisation of the police. This chapter considers the education component of the PEQF and what this means in terms of resetting police training. The chapter starts by reflecting on the current training before looking to the horizon and what the shift to education will require and what it will look like. In doing so it explores the developing relationship between the police service and higher education.

The chapter then turns to consider how this new educational approach can be delivered into the service through these developing partnerships. It concludes by considering how this paradigm shift will embed evidence-based policing.

8.1 The new horizon

As identified previously police training is the subject of constant review with the latest reform coming in the form of the PEQF. Current police training is delivered at Level 3 by police forces and based on a model of classroom input followed by operational development runs over a two-year period, with a milestone of Independent Patrol Status (IPS) at approximately week 30 and concluding with attainment of full operational competence and confirmation in post. Despite being universal however, the completion of a Level 3 Diploma remains inconsistent across forces. This route is taken by all officers regardless of educational or policing experience prior to joining. Calls to move away from this model have existed for some time and are echoed by one of the participants:
If you look at other agencies and other professions, I think it’s quite stark that with the current Level three qualification we are doing now, clearly it does not in any way or shape fit with the nature of the police role now or what we want it to do in the future. (SDM5)

This thinking certainly reflects that of previous calls for clarity as to the new direction of travel:

... a more confident police service – one which emphasises individual professionalism and which is founded upon strong standards and team values, means we need to move away from training toward education.

(Flanagan, 2008, p. 53)

The PEQF proposes a model of three initial entry programmes which takes initial police education firmly in this direction. However, there is a feeling within the service that these models replicate what is already in existence, as argued by one participant:

So, you could argue, if you take it as protected learning time, attendance in line with the 70/30 model approach to learning, it’s just what we have been doing before, we’ve just never had to call them apprenticeships. But by whatever means you know, I think we have been doing apprenticeships for years. (SDM1)

Conversely when it comes to considering graduates who join the police service the new PEQF routes offer the opportunity to capitalise on their pre-existing skills:

We are very good at taking graduates, knocking off all the graduate corners and training them as cops. (SDM4)
Continuing this comparison of existing training provision and the proposed new PEQF, consideration needs to be given to the varying locally agreed pre-join foundation degrees and the national Police Now graduate entry programme. While these reflect routes within the PEQF there is inconsistency in the level of delivery and limited quality assurance with regard to following national curriculums. The PEQF offers the opportunity for consistent raising of the level of academic attainment coupled with a consistency of delivery, but this relies on the service accepting this change:

‘... the police need to accept this is different, we need to work together to raise both knowledge and operational competence in line with these new qualifications. (SDM9)

With products in place to support this progression and as seen previously there appears to be a stronger buy in when compared to integrating previous iterations of police training reform. However, to truly achieve this higher level of learning there needs to be a substantial shift within police training departments. Given the nature of the new qualifications, delivery must be a collaborative partnership approach with a truly blended balance between the workplace and higher education to ensure the learning outcomes of the qualification are fully delivered. In doing so the student must be placed at the centre of this relationship:

*Learning is clearly more than the acquisition of information and this three-pronged approach might be seen to be promoting cognitive skills, [and] reflective practice as well as gaining knowledge, experience and understanding. It is also argued students will gain better decision-making skills and autonomy.*

(Heath, 2011, p. 109)

This approach is once again unfortunately challenged by the service and its hierarchical approach to service delivery and tick box
approach to ensuring training is delivered, as identified by one participant:

_We stick people in a room 20 – 30 at a time, give them some training and we are able to say to HMIC they have done that training. But are we truly able to say they understand it and will benefit from it? (SDM5)_

This tick box approach to police training during early service sets the tone and has a tendency to be replicated to varying extents throughout an officer’s career. As such it produces an expectation of being spoon fed information on a need-to-know basis, with little or no assessment of understanding. As previously identified one of the skills a graduate education brings is that of the ability to develop confidence as an independent learner:

_I have developed a stronger sense of responsibility for my own learning […] the skills I have developed influence where I access evidence in relation to EBP [evidence-based policing], research skills and a more analytical approach to my work. It has substantially changed my own practices and procedures._ (GO10)

The PEQF places developing these graduate skills and attributes alongside the development of relevant policing knowledge and competence, this approach capitalises on the Level 6 education of the PEQF along with the opportunity for co-created programmes of learning. However, this was in some cases missed in the early discussions around development of the PEQF, as identified by one participant:

_The educational benefit of the apprenticeship was not really considered in the early stages, however practice-based vocational education brings with it many benefits to the PEQF_
– policing can no longer be seen on its own in the education of police officers. (SDM7)

Reflecting on this and considering the earlier review of curriculum philosophies, there has to be a move to a more supportive educational culture where students are provided with opportunities to reflect on their learning experiences. A work-integrated approach to delivery is something which is applicable across all programmes within the PEQF. Delivery should not be seen as the sole remit of either force or HE institute, but as a collaborative provision maximising places for learning:

What is needed is for police training and education to come together with a really strong, articulated strategy. (SDM9)

If it hopes to achieve this, higher education must look at its own practices as much as the police service, as identified by one participant:

Universities have to develop some of their practices and become more responsive and more open to how they deliver apprenticeships and vocational degree programmes. (SDM 8)

As we have seen from the literature this progression has already taken place with paramedicine and nursing and policing can learn from this. As Holdaway (2017) explains, within HE it is a challenge for policing as it is not yet established as a discipline in its own right and as such sits with criminology, social sciences or elsewhere in universities. Lessons learnt from paramedicine and nursing and adopted into collaborative practices through the introduction of the PEQF should go some way to supporting the establishment of policing as an academic discipline akin to health.
Having looked to the new horizon for implementation of the PEQF it is evident that this approach will not only support the development of officers in line with the PEQF but will embed policing as a graduate profession. It is clear however that a significant transition from training to education is required to support this. This chapter now turns to consider this transition.

8.2 Transition from training to education

Having considered what the new horizon for police education may look like, this chapter will now consider the implications of transitioning from police training to police education. It will further consider how this new educational paradigm can be delivered in partnership with the police service and higher education. In doing so it will engage with the new national police curriculum, expectations of partnerships and innovative delivery.

As discussed previously the distinction lies between classroom-based education and street-based training (White & Heslop, 2012). While previous iterations of police training have included both classroom and street-based learning it has been embedded at Level 3. As has been discussed earlier this lacks the more critical, analytical and self-directed approaches to problem solving which come with study at Level 6 and are proposed in the PEQF, as one graduate entrant explained:

*Degree education gave me a level of competency around using an evidence-base, understanding research, primary and secondary text; it is useful applying those sorts of skills into policing and not just relying on what felt right.* (GO3)

These skills are embedded within the new national police curriculum alongside police knowledge and operational competence. Wood & Tong (2009) argue that there have been significant differences in
educational levels between the national IPLDP policing curriculum and university education. Work has been undertaken to ensure the curriculum demonstrates the required level of learning and knowledge to be commensurate with degree education. The products within the PEQF are all aligned to this curriculum at Level 6, and from the discussions both within the previous section and indeed previous chapters of this thesis it would appear there is a mutual respect for this approach and an appreciation that it reflects an appropriate level for police education. This approach has clearly shifted the expectations of initial police education to graduate level and will support the migration from training to education, as outlined by one participant:

There needs to be a shift from the spoon-fed ‘what’s in it for me?’, no responsibility learner, to the independent, professionally responsible learner who understands their business. (SDM1)

Further to this co-created curriculum the changes to police regulations now state entry to the service will be through one of these three graduate entry routes. Considering this it would be appropriate to suggest that the imbalance of education levels between police training curriculums and HE has been addressed, notwithstanding the challenges of getting delivery right. This leads the chapter to consider programme delivery.

Programme delivery

It is acknowledged that while the College of Policing – as the professional body – owns the national police curriculum, forces and HE institutes remain involved in consultation and discussion regarding development and updates. This is useful when considering the development of co-created programmes. In supporting and ensuring consistency and true partnership delivery, the College has
established the comprehensive Quality Standards Assessment (QSA) licencing process applicable across all three entry routes. This process has both legal and financial licensing implications, along with external scrutiny of programmes through HE institute validation events and the College of Policing’s QSA process, so it is safe to assume this will address issues of consistency. Overall, this accountability for effective and reliable delivery falls to the College of Policing as these worlds come together, as one participant explained:

*What we have is two disparate communities, you have the policing community and the HE community each of which see their role somewhat differently, but they must make those connections and come together, or we are in danger of getting it wrong.* (SDM5)

However, get this right and the benefits are significant, as identified in the College of Policing’s initial entry route strategy document “… a modern degree-based education is no longer purely ‘academic’, with a focus purely on the abstract, theoretical knowledge in traditional disciplines. A wide range of new professionally and vocationally focussed degrees now exist’ (College of Policing, 2018, p. 10). This notion is supported by Bishop & Horden (2017, p. 2) who suggest, with regards to apprenticeships ‘This initiative brings employers and HE together with the objective of developing new forms of higher-level, occupationally relevant education’. However, at the risk of focusing solely on the apprenticeship agenda, this approach to vocational education is applicable across all three entry routes. One participant was keen to draw attention to the importance of the relationship between HE and the service across all three routes:

*The link between HE and the police coming together across all three entry routes, even the pre-join degree with its two-year post-join probationary period, can be seen as a five-year...*
qualification with shared input. It is this approach which will lead to a constant standard of practice-based professionals.

(SDM7)

Getting this blend of academic learning and core policing knowledge and skills perfectly balanced should deliver the required result, as we are reminded, this mix of learning is not an entirely new construct with one participant explained:

*In my force 60 per cent of the training doesn’t take place at our training site. There is a lack of understanding at the moment about the amount of training/learning which goes on out in the workplace through assessors and tutors.* (SDM6)

This new world of the PEQF and Level 6 education is where students learn from both formal and informal knowledge, and once again we see opportunities to learn from existing practices. From discussions with participants who had joined the police through a pre-join foundation degree route, there was a consistent view that while the foundation degree prepared them for the role of police Constable from a required knowledge perspective, it wasn’t until they had engaged in some additional police training and had the opportunity to really apply the theory in practice that it really came together, as one officer suggested:

*The foundation degree was great, and I felt well prepared, but the training I received when I joined was really useful. However, the way I learnt at university makes me approach and think about problems more broadly.* (GO4)

In order to consolidate this approach and ensure partnerships between the service and HE institutes flourish, the College of Policing need to support them through QSA events, as one participant explained:
I can see the opportunity and benefit of using HE and I have a vision of developing learning and development centres of excellence. (SDM5)

However, as a word of caution, another participant posed the following question:

That given the number of policing schools and centres of excellence for policing within universities, why is the relationship between HE and the police not more prevalent? (SDM7)

It is clear there is work to be done to create raise the prominence of Policing as an academic subject, something which has already been alluded to through the literature from Holdaway (2017).

Considering the new horizon for police education the transition from police training to police education is key. This transition must be achieved through a coming together of both parties:

I guess the whole concept or argument about police training and education is that unless they combine in a way which creates synergy between the two then it’s going to be ineffective, and for want of a better expression the experiment will fail. (SDM8)

Reflecting on the training-education dichotomy, there does appear to have been significant change to address these concerns from what was taking place in 2008 when Flanagan undertook his review. Throughout my involvement with the development of the PEQF and supported by discussions with participants, the vision of the future is becoming clearer with mechanisms in place to support this.

A further consideration of these developing partnerships and the benefits of embedding higher education in police officer development
is the development of additional skills around research, critical thinking and engaging with a wider evidence base. The following section considers the implications for evidence-based policing being embedded within these new programmes.

8.3 Evidence-based policing
As mentioned previously The College of Policing since its inception has promoted the use of evidence-based policing through its What Works in Policing agenda. This theme is also evident within the PEQF, with evidence-based policing embedded in the national police curriculum. The College outlines this within the initial entry routes strategic document, stating 'Delivering initial police training and CPD in partnership with the HE sector will more effectively facilitate and embed the ‘what works’ and ‘evidence-based’ approach to policing’ (College of Policing, 2017, p. 10). All participants saw benefits of the PEQF in terms of engaging with and developing the evidence-base for policing. However, one participant identified:

*With regard evidence-based policing, officers currently struggle to find research materials and evidence, we need to be equipped to manage the evidence base [as] we are currently missing opportunities.* (SDM4)

As alluded to previously, and evident through discussions with all officers who joined the service as a graduate and officers who had engaged with higher education once in service, skills learned during their studies enhanced their ability to undertake research and engage with a broad evidence base. It was interesting that during discussions with officers who had completed Level 7 and 8 programmes of study, these skills significantly increased, as did their engagement with them within their professional roles. However, it was suggested on more than one occasion that while the research enhanced their own
capability and knowledge, due to the hierarchical nature of the police the opportunity to share this knowledge and influence wider policy and practice came only with rank. One participant explained:

Whilst my research findings would prove beneficial in developing policy and practice, it cannot be driven by me in my role as a Sergeant, it needs to be supported by and pushed by a senior officer. (GO9)

It was agreed by all strategic leaders that the PEQF presented the opportunity to work more closely with officers and for potential recruits to develop and capitalise from research opportunities within the initial entry routes. Given that two of the three routes see students undertaking substantial research projects, with apprentices actually engaging in this while in employment and pre-join degree students undertaking dissertations, it is an ideal opportunity for forces to work with students to influence the focus of these projects and capture the data. One representative from a force, which seems to be planning ahead stated:

We have a research manager who is an officer and is working alongside the HE institutes to identify areas of threat and risk. We are then looking to work these into research projects for students. There is an opportunity to capitalise on hundreds of research opportunities through this. (SDM5)

Unfortunately, it was recognised through discussions with officers that this ideology requires some work. Officers who had engaged with study at Levels 6, 7 and 8 post-employment all noted that in the main their forces were not interested in or engaged with the research they were doing. In one case it was explained that the forces actually commissioned private research by an independent non-HE
organisation on the exact subject they were researching at Level 8. One chief officer noted:

*We really need to get better at developing our evidence base, this will be a good opportunity to support the College as I’m not sure they have the capacity to undertake all the research that is required.* (SDM2)

During this analysis chapter considering the shift to education as a new paradigm shift for policing, it is clear that once again the PEQF presents the opportunity to migrate policing to a graduate profession and enhance the capabilities of operational police officers at the start of their careers.

Key themes from this analysis fall into two main areas. First the transition from police training to police education. This must be achieved by adherence to the national police curriculum and utilising delivery models which allow student officers to develop policing knowledge and skills alongside graduate attributes. Second the development of collaborative partnerships between the police service and higher education which support these new types of programmes.

Once again we see the tri-partite relationship between the service, higher education and the College of Policing at the centre of this. Equally it is clear that each has elements which they must own and be accountable for.
Chapter 9: Findings and analysis 4 – Challenges and opportunities for implementation

Introduction

The previous chapter proposes that the PEQF presents the opportunity for a paradigm shift with regard to police education. This chapter goes on to consider the challenges and opportunities this paradigm shift presents to implementation of the PEQF. This view has been arrived at through analysis of data drawn from my access to a specific group of people. It starts by discussing a wider support network which will need to adapt in order to embed the PEQF. In doing so it considers workforce planning and future recruitment. Building on the previous chapters it then goes on to explore the opportunity the PEQF presents beyond initial entry in the development of existing staff. It considers how this approach may move forces to become learning organisations. The chapter concludes with a look at the challenges and opportunities around abstraction.

9.1 Supporting implementation

As has been noted throughout this thesis the implementation of the PEQF heralds the start of a new era for policing, as well as having the potential to be the foundation on which to build professionalisation. A small minority of participants felt this had been forced upon them, as outlined thus:

*The fact this is going to be a big bang, it may help. If it is a fait accompli then they may not have a choice in it and that will be the new way of doing things, but there will have to be a significant drive and change to make this happen.* (SDM2)

However as discussed in Chapter 8, the majority of participants saw the potential the PEQF can offer especially with regard to working with higher education. Furthermore, it has been identified that as with paramedicine
and nursing, measures of success are not recorded in a short-term focus. As noted by one participant:

   It will take for the first graduates to become embedded and start to progress through the service and through the ranks before we will be able to measure any real success or otherwise. (SDM3)

The PEQF – while education based – will impact across a range of policing business, notably with recruitment of new officers. The chapter will now turn to consider some of the challenges and opportunities in relation to future recruitment of officers to these new routes.

Recruitment

As we have already seen there are concerns relating to how the PEQF will impact on recruitment, across the three entry routes the apprenticeship is seen as the route which will best support widening participation. We have also seen that there remains a feeling within the service that these new routes are not really new and just reflect existing channels:

   ... we are already delivering a type of apprenticeship, we just don’t call it that. (SDM1)

   We currently recruit a large number of graduates who go through IPLDP or come through Police Now. (SDM 2)

   Our local constabulary already recruit from our Foundation Degree .... (SDM 9)

This constant comparison of old with new can start to undermine the implementation of the PEQF, which can impact on things moving forward as suggested by one participant:

   What’s really interesting is when trying to cut through to what is fundamentally different about it, how much of it is different, and how
much of it is the same, too often we focus on what are the differences, rather than how is it the same. (SDM1)

However, this approach not only undermines the implementation of the PEQF but also impacts on perceptions in areas of business which support the implementation such as marketing and recruitment processes.

Table 7: Comparison of existing entry routes to PEQF

<table>
<thead>
<tr>
<th>Existing - all at Level 3</th>
<th>PEQF – all at Level 6</th>
</tr>
</thead>
<tbody>
<tr>
<td>Initial Police Learning and Development Programme (IPLDP)</td>
<td>Police Constable Degree Apprenticeship (PCDA)</td>
</tr>
<tr>
<td>Graduates who join and complete IPLDP or Police Now.</td>
<td>Degree Holder Entry Programme (DHEP)</td>
</tr>
<tr>
<td>Locally agreed foundation degrees in policing</td>
<td>BSc professional policing pre-join degree</td>
</tr>
</tbody>
</table>

These new routes are different, especially with regard to the level of study (see table 7). As such different approaches to workforce planning and recruitment are required. A strong majority of SDM participants raised concerns with regard to the impact the PEQF will have on workforce planning and maintaining the existing staff base. Further to this a strong majority identified concerns and challenges with regard to current HR and workforce planning processes and suggested this needed to change to meet the challenges of recruitment to the PEQF. One participant went as far as to suggest:

I’m not saying HR leads are not thinking strategically but they do tend to be number counters, looking at how many people are leaving, how many do we need to get in and when do we need them by. Workforce planning agenda and attraction to the service needs to be very different if we are looking to attract the best graduates and apprentices. (SDM5)
This approach to change is something which can be addressed by higher education as they review some of their practices:

*Universities need to be able to adjust to our cycle of recruitment; we will have to plan in advance with our workforce planning. That’s what we are trying to do now in terms of getting our staffing to full strength so we can have some flexibility to bed in the PEQF.* (SDM2)

This would suggest that alongside the function of workforce planning there is a process to be developed around marketing, and to an extent rebranding, of the police service to become more attractive to graduates. There is an additional challenge identified that in the early stages of implementation not all three of the new entry routes are available to the police service to recruit through:

*The dialogue I am continually having is that apprenticeships needs to be seen in the context of the other two routes, and until all the routes are in place and fully operational it’s really difficult to see what the benefits are going be and what it will look like because all the focus is on one aspect just now.* (SDM5)

This restricting of routes into the police service – even if short lived until all three routes are fully live – does raise a concern, which is deepened by the suggestion that this will lead to further ongoing challenges to recruitment:

*Can we get the numbers in with the diversity needed? Are we restricting ourselves to a narrow band and not reflecting wider society, which has always been the richness of policing?* (SDM2)

Notwithstanding the need to recruit officers who reflect society and the community in which they police, there are examples whereby individuals have been actively encouraged to join and elected to join the police as a graduate. All participants interviewed who had engaged in the Police Now programme stated they were all attracted to it having seen a strong, focused marketing campaign which lived up to the promises made. The
The message Police Now sends out about the role of a dedicated ward officer, their mission as a charity, the partnerships they have created to achieve their ambition, appeal very strongly to what I account as the ethical reasons why I wanted to join the job. (GO3)

This is evidence that marketing the brand does attract graduates into the police. This opportunity to almost rebrand recruitment into the police was identified by one participant who had a particularly positive view on the issue around diversity of recruitment and the PEQF:

Different people will be attracted to the different routes which is what we want, the new routes will improve diversity, I think by saying to be confirmed in post you will be a graduate will attract people we didn’t see before as hopefully they will see it as a profession they hadn’t thought of before. (SDM6)

So, while it is acknowledged that the PEQF will bring potential challenges to recruitment, there is the opportunity re-focus how the service recruits its future officers. As identified by one participant:

Attracting people in is a real issue for the service and there’s some real opportunities if those three entry routes are marketed in the right way including things like pay, benefits and opportunities for development in the service, it will really sell the service in a positive light. (SDM5)

This positive response allows the opportunity to maintain diversity and reflect society, and the service may need to reconsider the target pools from which it recruits. This is again an area where the College of Policing has a role to play in terms of messaging both internally to the service and externally to the public.
9.2 Becoming a learning organisation

Having considered challenges and opportunities with regard to recruitment of new staff into the police, this section will look to explore the impact of the PEQF on the development of existing staff. As identified earlier in this chapter there is a feeling that the PEQF has been imposed on forces with little or no choice. Yet in Chapter 8 it was considered by some strategic leads as real opportunity:

*I can see the opportunity and benefit of using HE.*... (SDM5)

However, it was also explained that there are differing levels of knowledge relating to the PEQF across different areas of business. As suggested by one participant:

... *you know we have been working on this for a long time, we understand it. However, to lots of people in my force this is still new, we need to sell this, I see this as my job as a strategic lead.* (SDM5)

It has been suggested that this uncertainty and in some cases lack of information has contributed to a protectionist environment developing within certain areas of the service, which again isn’t conducive to a smooth transition. For example, the Superintendents’ Association have suggested that the apprenticeship qualification and subsequent label is right for new recruits, but not for officers at their level. This is articulated by one of the participants:

*Take for example the Superintendents Association. I get they want to represent their members, I get that, but I would also argue they need to represent what’s best for the service too and I think this is where some of the blockers come in.* (SDM5)

The sorts of challenges which come from this protectionist attitude among roles and ranks can be disruptive. A consistent and interesting theme came from all participants in the graduate officer group. All waxed lyrical as to
the benefits of higher education for them, having studied either policing or non-policing specific degree content, or how they could see these skills being transferred into their current tasks. However, they unanimously agreed that they did not see a degree as being necessary for the front-line response police officer, as one participant suggested:

Absolutely in my role as a Detective Sergeant I see the skills I learnt at uni really benefitting me, but as a shift Sergeant I don’t think it’s necessary for all officers on my shift to have a degree. (GO6)

The intention of the PEQF is for a graduate profession, not graduate entry, which is supported by the majority of participants, this allows people to progress toward graduate level education early in their career:

I don’t think we necessarily need degree level for entry, but what would be good is if they get on the job, built in accreditation which would quite easily get to degree level, especially if we could do similar for existing staff. (SDM2)

This potentially gives the opportunity to develop existing officers’ knowledge and associated graduate skills as they develop in their careers. This to an extent replicates some of the thoughts behind the CPD elements of the PEQF but will also start to erode some of the challenges around hierarchy. A common theme identified by the majority of participants is that there still exists the idea that experience determines a level of hierarchy and respect. Those that hold the appropriate rank to influence change, do so through that rank and not through their position as an educated, informed researcher. As observed by one participant:

Rank does not give you the privilege of education, what rank means is you have been in an organisation long enough to get promoted to a certain position you are in. (SDM8)

The PEQF has the potential to address some of these issues as it builds on existing concepts, as one participant explained:
It is good to see direct entry at Inspector rank and others, it has started to challenge the idea that everyone needs to have started at the same point and done the same thing. The PEQF will support this change. (SDM3)

The majority of participants continue this narrative suggesting that one of the challenges of selling the PEQF to the existing work force is the perception that long serving officers always seem to hold their era of policing as the best. There are some who feel as one participant put it:

‘I didn’t have a degree and therefore I couldn’t join today so therefore this is a bad thing’, however these individuals seem to have neglected the whole concept that the degree today is very different than it was 20 to 30 years ago, as is policing. (SDM1)

From engaging with participants, I would suggest that the ability to change this mindset will be down to how bold forces want to be and how much they truly embed the PEQF into all aspects of policing. There is something around the potential of developing a critical mass of individuals with these skills and bringing them together which will have the most significant impact. A large majority of participants were positive about the opportunities, as one suggested:

Having had the experience of studying a degree, it’s about looking at the impact as a whole on the service and the benefits it will bring, rather than tracking back to an individual and how will it affect me, but how their collective educational background will benefit the whole service. (SDM5)

This notion is encouraging and will certainly support the successful implementation of the PEQF. As has been seen previously and again acknowledged by a strong majority of participants, it is this mix of experience and education which will really bring the benefits, although this rather utopian vision of police education will not be without challenges.
Nevertheless, the College of Policing as the professional body is pushing this educational reform via the PEQF. In ensuring this new paradigm for police education (as discussed in Chapter 8) is delivered through the PEQF, the police officers who have touch points with the new recruits must be prepared. There have been a number of studies which have in the past called into question the usefulness of police constable tutors within police training (Haberfield, 2002; Holdaway & Barron, 1997). Again, reflecting on discussions with Police Now participants, where officers had experienced well informed and prepared tutors and first line supervisors, this made a significant difference to their experience. One candidate explained:

*I have had occasions where colleagues have said ‘you shouldn’t be doing it like that we have always done it this way’, my supervisor understands and is supportive and encourages me to try different things, he understands the programme I am on and the benefits it can bring.* (GO2)

Bayley & Bittner (1989) and Chan (2003) remind us of the historically well documented shortcomings of experienced police officers and how they advise student officers to forget what they have been taught in the classrooms during training in preference of the benefits of what can be learned from the workplace. It is absolutely vital the service moves away from this ‘them and us’ approach and delivers a coherent, blended pedagogical experience. As explained by one participant:

*I’m thinking of my staff in terms of learning and development staff, and the opportunity to develop them as they will need to support to deliver qualifications in line with HE. This also applies to tutors, assessors and first line supervisors.* (SDM5)

This approach presents opportunities to these staff to develop a deeper understanding of what they do and why. Biggs (1999) recognises the importance in achieving this to ensure learners are not left feeling discontented as they will never progress to a deeper understanding of the
issues. A strong majority of participants recognise the importance of existing staff having the opportunity for CPD, which affords them the opportunity to develop the same skills as new recruits. As explained by one participant:

*How we develop existing staff is also beneficial, and is a part of selling to the wider work force the whole development opportunity, how we identify leaders of the future and develop the skills and abilities we need for the future. It’s about beyond 2025 for me and future proofing the staff and the service.* (SDM2)

It is this ground up approach and continuing professional development of existing staff in line with the PEQF which will start to move the police toward becoming a learning organisation and a graduate profession, and support the professionalisation agenda. It is once again evident that in order for this to be implemented and be successful it is reliant on forces working in partnership with higher education beyond the entry routes.

However, there is one topic of discussion which challenges this relationship and has been replayed throughout the development of the PEQF and still remains. It further came through during discussions with participants; this is the matter of abstraction, and it is to this the thesis now turns.

**A matter of abstraction**

As far back as 2008, Flanagan called for new recruits to be super numerate in line with the approach adopted in nursing, which sees nurses in their early career being super numerate onwards. The PEQF presents the opportunity to reconsider this position in line with the apprenticeship funding rules imposed by the Institute for Apprenticeships (IFA). These rules include the requirement of a minimum of 20 per cent off the job learning (IFA (2016)). Abstraction has featured highly in many of the early national development meetings and minimising abstraction from a force perspective remains one of the biggest challenges around delivery. By
default, it was beginning to look like the 20 per cent minimum was becoming a 20 per cent maximum in terms of abstraction. As one participant explained:

One of the challenges will be abstraction and how it is managed within the apprenticeship journey and how it will meet the requirements of the university, the force and the apprenticeship rules. (SDM 5)

Rather encouragingly discussions with participants were starting to suggest a change of view in relation to this position, first when compared to existing IPLDP delivery which sees abstraction rates of up to 30 per cent in the first two years:

The abstraction issue is a bit of a red herring, our current IPLDP training has an abstraction rate which in most forces equates to well over 20 per cent of the two-year probationary period. (SDM2)

Second, and reflecting more innovative thinking:

Abstraction should be seen as an investment in the officer’s future. (SDM4)

It is these more innovative approaches to managing abstraction which need to be embraced. By considering the approaches to delivery through collaboratively created programmes via a work-integrated methodology as discussed in Chapter 8, this is achievable. Furthermore, reflecting on findings from earlier in this chapter where we see an opportunity to support learning throughout the organisation and invest in officers’ CPD, this starts to look like a really opportunity for progressing police education.

This chapter has presented findings following analysis of interactions with participants. Once again, the PEQF clearly presents the opportunity to support and enable progression of the police toward becoming a graduate profession. It is clear though that this will not be without challenge, forces will be required to think differently about how they plan for and recruit new
recruits. As we have seen, the opportunities this presents may well require forces to consider reaching out to new applicant pools which they had not previously considered, such as the graduate market. This may also include a change of messaging as to how the police brand themselves and opportunities for professional development and learning as it moves to a graduate profession.

Building on this the PEQF gives the opportunity to forces, if they truly embrace it, to develop into learning organisations. Embedding academic learning and professional development within career progression through a clearly supported CPD pathway would align policing with other similar professions.

This chapter concludes the findings and analysis of the data collected during this research. The final conclusion will aim to summarise these findings, outline the implications for practice and identify its contribution to knowledge.
Chapter 10: Conclusion and recommendations

Introduction

This chapter concludes the thesis by drawing together the findings from both the primary and secondary data collected and analysed during this study. It evaluates how the research has provided an answer to the research question:

To what extent, if any, does the Police Education Qualifications Framework provide a platform from which to build a professionalised police service?

It further considers its original contribution to knowledge within the existing theoretical framework of professionalisation of the police and the associated research concepts of the PEQF, education and learning and learning from other professions. Further to this and as Scott et al. (2004) remind us, the professional doctorate places the student-practitioner at the heart of the study in a way which allows them to make better sense of their workplace practice and/or develop new or more productive ways of working. This conclusion therefore further proposes recommendations for practice with regard to the implementation of the PEQF.

10.1 Conclusions

In answering the research question the relationship between the PEQF and professionalisation of the police service was placed at the centre of this study. In doing so I was able to address the objectives below:

1. To undertake a critical analysis of the relevant academic and organisational literature relating to the professionalisation of the police service and where relevant, draw from the journeys of professionalisation within the fields of paramedicine and nursing.
2. To utilise qualitative research in the form of semi-structured interviews, to explore the perceptions and opinions of key stakeholders who were involved with the development and implementation of the PEQF.

3. To synthesise the research findings within the existing literature on the professionalisation of the police in order to contribute to policing knowledge and policing practice in the field of police education and training.

The theoretical framework for this research was professionalisation of the police service. Secondary data was collected and analysed from literature in the context of the police service as a profession, education and learning and learning from other professions. This in turn informed the collection of primary data by semi-structured interviews with key stakeholders from the police service and higher education and representatives of officers who have undertaken graduate level study as part of joining or CPD within the police. As suggested by Bryman (2012) while the researcher may start with prescribed concepts to help orientate data collection these may change as we collect and analyse data. Critical analysis of this secondary and primary data was undertaken and identified four key findings, the PEQF: a different future, professionalisation, education a new paradigm shift and challenges and opportunities for implementation. These key findings informed two key conclusions:

- The PEQF is a paradigm shift for police training.
- The PEQF provides a platform for change for the police.

The PEQF is a paradigm shift for police training, implementation of the PEQF ushers in a new era for initial police training and CPD for existing officers pushing expectations and requirements to graduate level education. This will inevitably force a shift from police training to police education across many areas of police officer development, in supporting this, collaborative partnerships between the police service and higher
education will be key. This shift in training and these new collaborations must be jointly effective to develop innovative new methods of delivery for programmes within the PEQF. Finally, this new approach to delivery of education must be adopted and embedded throughout the service and applied to the development of existing staff within the organisation.

**The PEQF provides a platform for change for the police,** the implementation of the PEQF affords the opportunity to embed a lifelong learning culture within the service and the potential exists to transition police forces to learning organisations. In doing so this will support the creation of a new identity for the police service as a graduate profession.

As mentioned previously these two key conclusions are drawn from the key findings from this research. These key conclusions and findings provide six areas of discussion which contribute to knowledge and practice, these are identified as a shift from police training to education, collaborative partnerships between the police service and higher education, developing innovative new methods of delivery, a comprehensive CPD platform for new and existing officers, transition police forces to learning organisations and a new identity for the police service as a graduate profession. These areas will now be discussed in more detail.

**10.2 Contribution to knowledge and police practice**

As outlined previously the theoretical framework, and therefore the literature to which this thesis will contribute, is that of professionalisation of the police service. Drawing on the secondary and primary data collected through this research it is evident that there is more clarity as to the police service as a graduate profession. As identified through the literature this concept is not new, however this research evidences that this current approach to professionalisation draws heavily on the traits-based approach. Adding to literature from Holdaway (2017), who sees this as re-professionalisation of the police through the relationship between the police and academia, this study places the PEQF at the centre of this debate. It
The Graduate Cop: Professionalising the police through the PEQF, one graduate at a time.

Further highlights how the police service is positioning specific education and knowledge aspects of the traits-based approach at the fore through the introduction of the PEQF. This complements research of Green & Gates (2014), however it adds to this by exploring how implementation of the PEQF benefits policing through this traits-based approach. This research has considered the relationship between the PEQF and professionalisation of the police, in doing so it has brought the PEQF in to the literature relating to the professionalisation of police. As such this contributes to the evidence that the policing is establishing itself as a graduate profession. This conclusion now considers the six areas for discussion in more detail and the contribution to knowledge and practice this study can make.

**Shift from police training to police education.** There was overwhelming agreement that this reform from police training to police education is notably distinctive from previous iterations of calls to reform initial police training. Furthermore, among participants, there was a consensus of opinion that raising the level of education to Level 6 was appropriate. It was agreed that this reflected the current level at which officers operated and acknowledged the growing complexity of policing in the 21st century. It is also suggested that there are currently varying degrees of acceptance and understanding with regard to the PEQF. In order for the PEQF to be influential in the police service’s transformational journey toward a profession, forces must engage fully with the PEQF and see this as being new and different, and proactively engage with all it has to offer.

This engagement starts with the shift of police training to police education. White & Heslop (2012) propose that education is classroom based and training is street based, however it is more complex than this. The PEQF raises educational levels from Level 3 to 6 and graduate education but this does not stand alone. As we have seen with paramedicine and nursing this lift in educational standards must support the transition from craft-based occupation to research and evidence-based profession (Lee & Punch, 2015). In doing this it is important that programmes afford the opportunity
for students to develop critical thinking and decision-making skills and engage them in an assessment strategy which assesses values, beliefs and behaviours beyond the current competency-based assessment of police training. This will develop students to question the ‘how’ as well as ‘why’ of policing (Clements & Jones, 2009). This reflects the approach taken by paramedicine and nursing which, through application of degree level education, has raised these roles from being perceived as attendees of the sick (Yam, 2004) or glorified taxi drivers (Kahlil & Liu, 2019) to the status of other professionals within the allied health professions.

The PEQF clearly provides this framework through the initial entry routes, however as discussed CPD opportunities within the PEQF beyond this point have yet to be fully developed. As will be discussed later in this conclusion this does present a risk to truly implementing the PEQF and making this transition from training to education. It has become evident through analysis of data that this transformation would be significantly enhanced through collaborative partnerships between the police service and higher education.

**Collaborative partnerships between the police service and higher education.** As identified by Holdaway (2017) policing at present is not seen as an academic discipline in its own right. When considering the journey of nursing, it took over 20 years to establish nursing as a discipline within universities and the creation of schools of nursing. This is a part of the journey policing is still to complete, as Charman (2017) suggests there has been previous suspicion and mistrust in police and higher education coming together. The PEQF provides the opportunity for both parties to work together collaboratively with a common goal of delivering high quality education. Savage (2007) identifies three phases of police engagement with HE, from scholarships in the 1960-1980s, high-flyers development from the mid-1980s through to the millennium and loose partnerships since then. The PEQF offers a new opportunity in the terms of ‘contracted’ partnerships; programmes within the PEQF will require forces to formally
procure partners with whom to work. Further to this these partnerships and subsequent programmes are licenced to deliver collaborative programmes through the College of Policing. This new era of contracted partnerships and the subsequent tri-partite relationship with the College of Policing starts to embed standards and consistency of curriculum into university degree programmes which has previously been missing. This model starts to replicate those now embedded in paramedicine and nursing, further securing policing as a subject discipline in its own right.

At the centre of these new contracted partnerships and programmes, what they deliver is a standardised national police curriculum. As was seen with paramedicine and nursing this approach to curriculum management helps to ensure consistency of programmes, with content and quality being overseen by the professional body. With a supported transition from training to education and contracted collaborative partnerships this paves the way for innovative and exciting methods of delivery, it is to this area the conclusion now turns.

**Developing innovative new methods of delivery.** Again it is possible to turn to paramedicine and nursing for inspiration. Both have been able to blend academic study at university with practice-based learning in the workplace, and as the data analysis showed it is this blend of formal and informal learning which leads to professional knowledge (Eraut, 1994). This to an extent is replicated in current police training, with knowledge learnt in a classroom and operational competence developed subsequently in an operational environment. The model proposed by Svensson, Ellstrom & Aberg (2004) suggests that operational competence emerges from the reflection on this formal and informal learning. Even within this approach the risk is that knowledge, competence and reflection can all be conducted in isolation. Clapton & Cree’s (2004) study of social work showed that where opportunities to relate knowledge and practice were minimal students were less prepared for real world practice. The PEQF provided the opportunity for a new work based delivery model for police education which brings the
development of knowledge and the application of it in the workplace much closer together. This would be through a digital first, work-integrated approach to delivery. Digital first would afford knowledge content to be delivered to students through a virtual platform allowing engagement with learning in any location. Digital first would facilitate further learning in the work place. Through this model the place of work is seen as the primary site of learning where formal and informal learning come together. Bringing this learning together students are provided the opportunity to critically reflect on these experiences, this model paves the way for developing professional competence through degree level education programmes. In order to support this model a learning infrastructure would need to be established where tutor constables are professionally developed to be able to support learning in the work place, this is discussed further in the following section.

**A comprehensive CPD platform for new and existing officers.** When considering the journey undertaken by both paramedicine and nursing it is apparent they were faced with a similar challenge to that of policing. As with the implementation of degree entry for paramedicine and nursing, the move to a graduate profession for policing leaves a significant gap between those joining the organisation through the new routes and officers currently within the organisation. There is significant importance in supporting existing staff through these processes, so as to take them on the journey with the organisation (Khalil & Liu, 2019). The PEQF in its entirety presents a framework of CPD which aligns promotion and higher education, which goes some way to reflecting the ongoing CPD requirements within paramedicine and nursing. However, this study has made reference on more than one occasion to the fact that the CPD elements of the PEQF have not gained the same level of traction as the initial entry routes, both in terms of development and implementation. In a similar way these opportunities are very linear, relating to promotion and therefore excluding professional development in a similar way as in other specialist areas of
policing. As such there is a risk that if these gaps are not substantially narrowed this could undermine the benefits of the early implementation of the PEQF.

On a more positive note, analysis of the primary data identified the opportunity to use the PEQF as a platform from which to develop staff in other ways. Reflecting on the proposed models of delivery previously mentioned, key to this work-integrated delivery would be the role of the coach/mentor. Currently tutor Constables support new officers as they develop operationally to independent patrol status. In this new model knowledge is applied in the workplace much earlier in the programme and more importantly the workplace becomes the site of learning and professional development. As such the traditional tutor role would need to develop from a tick box operational competence assessor role to a more involved coach and mentor with responsibility for supporting learning. This approach would see learning and development being much more embedded into many practice areas of policing, in the same way as for the initial entry routes programmes discussed previously. As such this starts to integrate learning throughout the organisational culture rather than seeing it as something which stands separately and alone. This starts to migrate police forces in the direction of becoming learning organisations, and it is this concept which is discussed in the next section of the conclusion.

In summary the contribution to practice for the police service, through the paradigm shift for police training, comes via a three-stage step process. The police service must transition from police training to police education and embrace the opportunities this brings, and to support this transition the police service and higher education will be required to form collaborative partnerships and work to develop co-created programmes. The third part of this equation is delivery; the new opportunities afforded through the first two stages must lead to programmes of delivery which embrace and embed a blended approach to learning, bringing the best of
police practice and academic development to create unique and supported learning opportunities.

**Transition police forces to learning organisations.** This study demonstrates that the PEQF presents a platform for change, reflecting on the proposed implications for practice in the previous section. If the police service is supported to engage with these, the implementation of the PEQF could lead to the transformational outcome the College of Policing is looking for. From analysis of the data, it is evident that the police service can see the benefits and in some cases is willing to embrace them. As we have seen from the literature, paramedicine and nursing have developed models of delivery centred on teaching hospitals, allowing the integration of learning and practice. Wood (2018) proposes a concept of university police stations, a notion not dissimilar to that of university hospitals for medicine. This research challenges this, identifying three fundamental issues with the approach: 1) University hospitals house the professional development of a broad range of allied medical professions including surgeons, doctors, nurses and medical research. 2) Not all learning takes place within the hospital environment, with a large proportion still taking place in universities. 3) Medicine is delivered to the population very differently to the way policing is; in medicine the population come to a central location to receive treatment, whereas policing is taken to the population and delivered in their locations. This research considers the above points, adding to the work of Wood, proposing a new model which sees the establishment of centres of excellence for police education. These centres would facilitate the operational policing environment as a place of learning while supporting the transformation of police forces to learning organisations.

Centres of excellence for police education would be co-created centres derived through these emerging procured partnerships. Akin to a school or department within a university the centres would begin to establish policing as an academic discipline in the same way nursing and others have
achieved. Centres of excellence for police education would run as a hub and spoke model with direct links to teaching police stations. Centres could be located within university establishments or with policing locations, or for that matter could exist virtually. Centres would be co-populated with staff from the university and partner police force, and as with other academic discipline areas the focus of activities would be around research and the delivery of education. Programmes would be research-informed while also drawing on other evidence bases, and this approach could easily be applied to policy creation and other areas of business. Furthermore, this would support policing establish its self as a subject discipline in its own right, while supporting the developing identity of the police as a graduate profession, and this identity is discussed further in the next section.

**A new identity for the police service as a graduate profession.** Throughout this thesis, reference has been made to the Neyroud (2011) review of leadership and police training. Recommendations from this report have informed the direction of travel of the service thus far along the professionalisation journey. Reflecting on the suggestion that the service needs to move from an organisation which acts professionally to one which is a profession, from discussions with participants there still remains considerable differences of opinion about the status of the police service with regard to it being a profession, with many seeing the service already demonstrating numerous traits which accord with being a profession. Notwithstanding the observations of Holdaway (2017) which raise concerns and misgivings about adopting the traits-based approach, and claims that this new alignment of academia and the police is a process of re-professionalisation, the analogies drawn with paramedicine, nursing and the professionalisation model put forward by Green & Gates (2014) very much align the College of Policing as an organisation which reflects the traits-based model of a profession. As outlined within the *Policing Vision 2025* (NPCC, 2015), and through discussions with participants and looking at the traits-based approach to professionalisation, it can be seen that the
PEQF is only part of the journey, all be it one which carries considerable responsibility and opportunity.

The conclusions of this thesis propose that the PEQF does provide that platform for change. However this research also identifies gaps and contradictions when looking at the professionalisation journeys of paramedicine and nursing in comparison to that of the police. The College of Policing need to clearly articulate their vision of success and how they see policing as a profession (Hartley et al., 2018). As critics have identified, accepting the traits-based approach allows for a degree of flexibility to self-select traits to follow and adds to the discussion around the question of whether the service sees being a profession as a label to wear having ticked the appropriate boxes to conform to a social construct and recognise existing practice. Or is it about truly embracing these opportunities, embedding them into police culture and utilising them to enhance capability and service delivery? As suggested within the analysis of the data there is concern that the PEQF may restrict recruitment and impact on diversity of applicants and recruits. However, this is countered by the opportunity to diversify recruitment by engaging with new demographics of the population. This is predicated on the police re-branding and establishing itself as a credible graduate profession.

Undoubtedly the measure of success will be how much the level of service delivered to the public has increased. As previously mentioned, this measure of change is something that will not be realistically measurable for some years, which means securing the sustained level of buy-in from appropriate police leaders to see this transformation through could be challenging.

The PEQF provides a platform for change for the police, and in the previous two sections the thesis has contributed to knowledge in the area of professionalisation of the police and to policing knowledge and policing practice in the field of police education and training. It proposes a model of
professionalisation which places the PEQF and the related education and learning of police officers at the centre. This model of developing centres of excellence for police education transitions the police service to becoming a learning organisation. Through these transitions it supports the re-branding of policing as a graduate profession. The thesis will now consider opportunities for further research as a result of these findings and proposals.

10.3 Recommendations for further research

Through the key findings this study proposes two key conclusions: that the PEQF is a paradigm shift for police training, and that the PEQF provides a platform for change for the police. The previous sections of this chapter picked up on six areas for discussion which outline contributions to both practice and knowledge. The thesis will now consider opportunities for further research which will support the continuing implementation of the PEQF and the professionalisation of the police service.

- Implementation of the PEQF initial entry routes: as this thesis was written the number of programmes being delivered through contracted partnerships was increasing, this provides a rich environment for research opportunities:
  - to support the understanding of models of delivery and their effectiveness
  - to understand and support the progression and development of officers on the new entry routes into policing
  - to critically evaluate how programmes are developing student officers’ values, skills and behaviours
  - for ongoing evaluation of programmes year on year
  - for evaluation of contracted partnerships.

- During the study it has been identified that concerns exist regarding challenges to recruitment. It is recommended that research is
undertaken with regard to critically evaluating recruitment campaigns to ensure they are effective in engaging with and encouraging applicants which reflect a broad cross section of the population, and also align to the new entry routes.

- The recruitment campaigns are only the start of a longer application process, it is important that as these new entry routes become the established norm, the police selection process must be critically evaluated to ensure it reflects and aligns to the requirements of the new entry routes.

- An ongoing longitudinal study is required to critically evaluate the impact of the PEQF over an extended period of time. Drawing on the experiences of paramedicine and nursing it is evident the consequences of this paradigm shift for police training and its impact on the professionalisation of the police will be measured in years not months.

- This study has drawn reference to the lack of development in relation to the CPD elements within the PEQF, these have not progressed in terms of development or implementation in the same way as other programmes within the PEQF. This has been highlighted as a risk for implementation of the PEQF, and as such research is required to understand the shape and nature of these qualifications.

- Police culture in relation to the PEQF. At the time of undertaking this study it was decided that pre-implementation was not the time to be considering cultural reactions to the PEQF and that it was more relevant to do so as the PEQF developed. This should be subject to further research now that the implementation process has begun.

- Further research is required to explore and critically evaluate the opportunity to develop centres of excellence for police education.

**Concluding thoughts**

This study set out with the aspiration to answer the question ‘To what extent, if any, does the Police Education Qualifications Framework provide
a platform from which to build a professionalised police service?’ As this study concludes it is important to note that police forces within England and Wales are starting to recruit an additional 20,000 police officers over the course of the next three years (Shaw, 2019). This will challenge the implementation of the PEQF beyond original expectations, but should not in any way detract from the implementation and should be embraced.

Reflecting on the analysis of the data and as introduced during the conclusion of this thesis, in answering the research question the key conclusions are that the PEQF is a paradigm shift for police training and that the PEQF provides a platform for change for the police.

In order to support this and for the police service to utilise the PEQF as part of the professionalisation journey, it must fully engage with all the PEQF has to offer. Central to this is the reshaping of police training to police education through collaborative partnerships between the police service and higher education. From this will be developed models of delivery that integrate learning from police practice and learning through engagement with higher education. The ideal is a model which can be applied to all aspects of the PEQF, with delivery which affords opportunities where the richness of learning comes through co-created programmes where operational experiences and practicalities of policing are seamlessly overlaid with academic skills, promoting autonomy with critical thinking and decision-making skills informed by a varied evidence base. A model which without doubt promotes the ethos of a graduate profession and supports the professionalisation of the police.
The Graduate Cop: Professionalising the police through the PEQF, one graduate at a time.

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Appendix 1

Table of academic level descriptors

Level 3 and Level 6 descriptors (Adapted from the University of Cumbria Level descriptors, 2017)

Descriptors are based on the QAA Framework for Higher Education Qualification Descriptors (2014) and SEEC Level Descriptors for Further & Higher Education (2003)

Qualifications at NQF Level 3 are awarded to students who have demonstrated:

I. A largely given conceptual knowledge base and a recognition of the breadth of the field of study and relevant terminology.

II. An ability to apply the skills of manipulation of knowledge to make informed judgements within routine contexts and with guidance, and work beyond defined contexts.

Typically, holders of the qualification will be able to:

a. Apply established approaches to solving well-defined problems and show emerging recognition of the complexity of associated issues.

b. Within defined contexts and under guidance, consider personal and/or workplace experience and manage information/data from a range of sources appropriate to the field of study.

c. Developing the ability to communicate outcomes effectively.

and will normally have:

a. Qualities and transferable skills necessary for employment and life requiring some self-directed activity, with broad guidance and evaluation, and responsibility for quality of output.
b. The ability needed to undertake further learning and development of new skills within a structured and managed environment.

Descriptor for a qualification at Level 6 (Bachelor’s degree with honours):

I. A systematic and conceptual understanding of key aspects of their field of study, including acquisition of current and detailed knowledge of their discipline.

II. An ability to select and apply appropriate techniques of analysis and enquiry within their discipline.

III. Conceptual understanding that enables the student to critically engage in and comment upon particular aspects of current statutory regulations, research, contemporary issues, or equivalent advanced scholarship in their discipline.

IV. An appreciation of complexity, uncertainty and ambiguity in their discipline.

V. The ability to manage their own learning and professional practice (as appropriate).

Typically, holders of the qualification will be able to:

a. Critically review and evaluate concepts and evidence from a range of sources.

b. Apply transferable skills and problem-solving strategies to a range of situations and solve complex problems.

c. Exercise personal judgement in a range of situations appropriate to their programme of study.

d. Communicate solutions, arguments and ideas clearly in a variety of forms.

e. Critically reflect and analyse personal and/or workplace experience in the light of recent scholarship and current statutory regulations.
and will normally have:

a. Qualities and transferable skills necessary for employment and life requiring:
   - the exercise of initiative and personal responsibility
   - decision-making in complex and unpredictable contexts and the ability to undertake appropriate further learning of a professional or equivalent nature.
Appendix 2

Questions for Strategic Decision Makers (SDM)

Setting the scene.

1. There have been a number of recent papers/reports outlining change for police training – Training matters 2002, Flanagan 2008, Neyroud 2011 all suggest training not fit for purpose and reform needed.
   
a. Why is the proposed PEQF different than previous iterations of police training reform?

2. Apprenticeships figure heavily throughout the PEQF what is the purpose/benefits/drawback of these qualifications and do you think they will support the overall aim of the PEQF?

3. Successful implementation of the PEQF relies on partnerships between HE and forces, what is your idea of how this relationship will work and what are the benefits/drawbacks?
   
a. a number of forces are pursuing the employer provider status; do you see a place for this within these partnerships? Why/why not?

Defining a profession

4. It has often been suggested that this is not about professionalisation of the police but recognising it as a profession. If this is the case then is the PEQF needed?

5. Following implementation of the PEQF, how will things be different than the current situation, look feel etc, what does success look like?

6. What benefits does the PEQF bring?
7. The College talk a lot about ‘standardisation’ this currently is not the case with IPLDP What do you see as the College of Policing’s role within the process, enforcement if so how?

**Education**

8. In terms of the new L6 curriculums and associated qualifications should make initial entry into the police look and feel very different but there appears to be resistance from forces to fully engage and move away from existing methodologies of delivery and training, what can be done to support this transition

9. Graduate education brings many benefits how do you see forces being able to capitalise on these and how does it support the PEQF aspiration over that of current training?

10. Evidence-Based Policing? Role in this and where is the evidence base for it?

11. How this culture can be changed?

**Implementation**

12. What are the barriers and challenges to implementation

13. Senior qualifications and push back from NPCC leads

14. Financial

15. Abstraction
Appendix 3

Questions for Graduate Officers (GO) (pre-join)

Introduction and scene setting

1) Introduction, Background
   a. Programme studied
   b. Current force
   c. Current role
   d. How long have you been in the police
   e. Time between graduation and starting in the police

2) What were your expectations of pre-join degree?

3) What were your motivations for undertaking the pre-join qualification?

4) Having completed your studies, and joining the job, how do you feel this prepared you for the job?
   a. Did you do the full IPLDP programme? Was this necessary/benefits of?

5) Did you feel you utilise your graduate skills now you are in the police?
   a. If candidate completed Fd then top-up discuss differences re above

6) What was the attitude/culture from existing offers, toward you as someone who joined through this route?

7) What is your understanding/knowledge of the PEQF professionalisation agenda within the police?

8) What is your opinion of graduate entry into the police?
Questions for Graduate Officers (GO) (Police Now)

1) Introduction, Background
   a. Graduate studies
   b. Current force
   c. Current role
   d. How long since completing Police Now
   e. Time between graduation and commencing Police Now

2) What were your expectations of Police Now as a graduate?

3) What were your motivations for undertaking the Police Now programme?

4) Having completed your studies at L6
   a. What do you feel were the graduate attributes you gained during your studies
   b. how did the PN taught/learning experience compare?

5) Did you feel you utilised your graduate learning skills as you study the PN programme?
   Do you feel Police Now recognised these skills or discussed/explored them with you further?

6) Once operational did you use/benefit from your graduate attributes academic skills?

7) Do you think your
   a. Graduate skills/education prepared you for the police
   b. Police Now programme prepared you for your role.

8) What was the attitude/culture from existing offers, toward you as a PN Candidate/graduate?

9) What is your understanding/knowledge of the PEQF professionalisation agenda within the police?

10) What is your opinion of graduate entry into the police?
Questions for Graduate Officers (GO) (in service graduates)

1) Introduction, Background
   a. Graduate studies
   b. Current force
   c. Current role
   d. What length of service did you have before embarking on your studies
   e. How long since completing graduate studies
2) What were your expectations of Police Now as a graduate?
3) What were your motivations for undertaking the Police Now programme?
4) Personal impact of your research findings: How did the results of your research impact/influence on your practice/attitude/role/responsibilities/motivation to carry out further research around the topic area?
5) Evidence Based Policing: Has your understanding of evidence based policing changed having carried out your research?
6) What was the attitude/culture from existing offers, toward you as a PN Candidate/graduate?
7) What is your understanding/knowledge of the PEQF professionalisation agenda within the police?
8) What is your opinion of graduate entry into the police?
Appendix 4

Participant Information Sheet

Study Title

The Graduate Cop: Professionalising the police through the PEQF, one graduate at a time.

I would like to invite you to take part in my research study. Before you decide I would like you to understand why the research is being undertaken and what it would involve for you. Once you have read this information, please ask if there is anything that is not clear.

Since the introduction of the College of Policing in December 2012 it has outlined its strategic intent for professionalising the service, it is the vision of the College that this professionalisation will in part be achieved through the implementation of the Police Education Qualifications Framework (PEQF). By aligning entry into the service and CPD for officers to graduate and postgraduate qualifications it will bring the service in line with other established professions.

With this in mind it is the intention of this study to explore the relationship between the PEQF and professionalisation, asking the question. To what extent, if any, does the PEQF set the foundations on which to build a professionalised police service? It is the vision of the College that this professionalisation will in part be achieved
through the implementation of the Police Education Qualifications Framework (PEQF). By aligning entry into the service and CPD for officers to graduate and postgraduate qualifications it will bring the service in line with other established professions.

With this in mind it is the intention of this study to explore the relationship between the PEQF and professionalisation, asking the question. To what extent, if any, does the PEQF set the foundations on which to build a professionalised police service?

What is the purpose of the study?
This research will form part of my studies with the University of Portsmouth; I am currently studying a Professional Doctorate and the data collected will be used within my final thesis. In completing this research I aim to identify opportunities to ensure the PEQF supports the professionalisation of the service.

Why have I been invited?
In order to complete this research I have contacted a number of organisations who have been involved in the development of the PEQF and its associated products. Through this I have identified key people to contact and explore further the focus of this research.

Do I have to take part?
Engagement with this research is entirely optional, whilst I would appreciate your co-operation, I fully understand if you would prefer not too. Should you be willing to engage I will describe the study in full and go through the information sheet with you. You will then be asked to sign the consent form.

What will happen to me if I take part?
I appreciate that face to face interactions are always best, however given that potential participants are located throughout England and Wales and in order to make the collection of this data as manageable as possible for all involved. It is my intention to manage these interactions through various media such as Skype, Face time or telephone.

I would arrange an appropriate time to meet and where possible this will be via an on line medium, or if practicable or if requested I would be happy to meet face to face. For meetings that are not face-to-face all information will be sent to candidates in advance of the meeting.

Interaction with you will be in the form of an informal open question interview; declaration of personal information is optional and is for my own records only. Interviews will be
recorded, future reference will be anonymous and coded for use within the final
dissertation, you will not be identified within the thesis. During the interview, questions will
explore your opinion and experience in relation to the PEQF and Professionalisation. It is
anticipated that interviews will last between 40 minutes and an hour.

Expenses and payments
It is anticipated that there will no expense to you as a participant other than your time to
engage with the interview.

What will I have to do?
The only expectation is that you will engage with the interview in full.

What are the possible disadvantages and risks of taking part?
The main impact for you as a participant will be the time required to engage with the
interview. Data gathered through this process will be used within the final thesis but as
mentioned previously this will be anonymised.

What are the possible benefits of taking part?
As with any research participation there is really limited direct benefit to the participant,
however the overall aim of this research is to identify potential interventions which will
allow for better practice in the future around this subject area.

Will my taking part in the study be kept confidential?
This research is intended to identify and capture individual, personal professional opinion.
As such participants and their organisations may be named in association with their data but
only where consent has been previously sought and given. As part of the interview you will
be asked to declare rank and responsibilities. Data collected at this point will be tabulated
within the results to identify the range of candidates interviewed. Personal details will not
be shared within thesis, unless prior consent has been attained kept secure. I also intend to
use this data to establish any trends or themes.

It is often the case that named data are accessed by bodies with a perfectly legitimate
interest; those bodies might need to see the name and other personal data for the sole
purpose of ensuring its validity. Bodies might include educational supervisors, examiners,
auditors, regulatory authorities, funding bodies and sponsoring companies. All of these
bodies would be bound by a duty of confidentiality.
If you join the study, it is possible that authorised persons from the University of Portsmouth will look at some of the data collected. Authorised people may check that the study is being carried out correctly and as such may also look at data. All will have a duty of confidentiality to you as a research participant and we will do their best to meet this duty.

Where appropriate participants confidentiality will be safeguarded during and after the study. Where necessary your comments will be anonymous. As already stated data collected will be via recorded interviews. All interviews will be recorded by use of an electronic recording device, and stored electronically till the researchers study with the University of Portsmouth is complete.

- All data will stored in line with legal requirements under the DPA (1998) and those integrated into the concordat of the UK RIO, which the University is signed up to. Data will be stored securely, to a secure storage space within the researchers own institution, University of Cumbria. Where necessary and appropriate data will be coded and anonymous. Data collected will be managed in line with DPA regulations i.e. 25 years for consent forms: 6 years all other data.

- As already explained this data will be used for the purposes of my Professional doctorate thesis. However data may be retained for use in future studies if this is the case further Research Ethics Council approval will be sought and where appropriate further consent from you will be sought.

- During the process of data collection and compiling the final study authorised persons may view identifiable data (these authorised persons may include researchers, supervisors, sponsors, regulatory authorities & R&D audit for monitoring of the quality of the research) etc

Participants will be afforded the opportunity to check the accuracy of data held about them and correct any errors.

**What will happen if I don’t want to carry on with the study?**  
If at any point you decide to withdraw from this process, you must understand that, for data collated during an interview, which has been analysed, it might prove impossible to withdraw any individual’s personal contribution. If at any point during this process feel you
The Graduate Cop: Professionalising the police through the PEQF, one graduate at a time.

need further clarity, please contact me to discuss your concerns further
julianpmresearch@gmail.com

What if there is a problem?
If you have any issues or concerns about any aspect of this study, you should ask to speak to the researcher or their supervisor, who will do their best to answer your questions, my supervisor is Dr P Clements his details are at the top of this information sheet. If you remain unhappy and wish to complain formally, you can do this by contacting the Chair of the Faculty Ethics committee Dr Jane Winstone, jane.winstone@port.ac.uk Institute of Criminal Justice Studies, University of Portsmouth, Ravelin House, Ravelin Park, Museum Road, Portsmouth, PO1 2QQ.

What will happen to the results of the research study?
This research is being used primarily as the bases for my own personal study goals. However there is a possibility that results from the interview may by used as part of a future paper. You are entitled to see a summary of the findings from this initial stage of the research if you so wish. Should any of this research be used in a report or published, either as part of this process or any future work you will not identified unless you have previously given your consent.

Who is organising and funding the research?
In this instance as the research is part of my own personal Doctoral Studies, the University of Portsmouth will sponsor the research as such, and this means that it will be provided with proper supervision and insurance.

Who has reviewed the study?
‘Research in the University of Portsmouth is looked at by independent group of people, called an Ethics Committee, to protect your interests. This study has been reviewed and given a favourable opinion by the ‘Faculty Ethics Committee.’

Concluding statement
I would like to take this opportunity to thank you as a potential participant for taking the time to read the information sheet regardless of your decision to participate or not. If you decide to participate you will be given a copy of the information sheet to keep and your consent will be sought.
Appendix 5

Professor Matthew Weait, BA (Hons) MA MPhil DPhil FAcSS
Professor of Law and Society
Dean of the Faculty of Humanities and Social Sciences
T +44 (0)23 9284 6012 E matthew.weait@port.ac.uk

FAVOURABLE ETHICAL OPINION – (Substantial Amendment)

Name: Julian Parker-McLeod

Study Title: The Apprentice Cop: Professionalising the police through the PEQF, one apprentice at a time.

Reference Number: 14/15:51 Date: 30/11/2017 Thank you for submitting your application to the FHSS Ethics Committee.

I am pleased to inform you that FHSS Ethics Committee was content to grant a favourable ethical opinion of the above research on the basis described in the submitted documents listed at Annex A, and subject to standard general conditions (See Annex B).

Please note that the favourable opinion of FHSS Ethics Committee does not grant permission or approval to undertake the research/ work. Management permission or approval must be obtained from any host organisation, including the University of Portsmouth or supervisor, prior to the start of the study.

Wishing you every success in your research

Chair

Dr Jane Winstone
Email: ethics-fhss@port.ac.uk

Annexes

A - Documents reviewed
B - After ethical review
The Graduate Cop: Professionalising the police through the PEQF, one graduate at a time.

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# Appendix 6

**FORM UPR16**

**Research Ethics Review Checklist**

Please include this completed form as an appendix to your thesis (see the Research Degrees Operational Handbook for more information)

<table>
<thead>
<tr>
<th>Postgraduate Research Student (PGRS) Information</th>
<th>Student ID: 602410</th>
</tr>
</thead>
<tbody>
<tr>
<td>PGRS Name: Karl Julian Parker-McLeod</td>
<td></td>
</tr>
<tr>
<td>Department: ICJS</td>
<td></td>
</tr>
<tr>
<td>First Supervisor: Dr Phil Clements</td>
<td></td>
</tr>
<tr>
<td>Start Date: (or progression date for Prof Doc students)</td>
<td>Sept 2014</td>
</tr>
</tbody>
</table>

**Study Mode and Route:**

- Part-time
- Full-time
- MPhil
- PhD
- MD
- Professional Doctorate

**Title of Thesis:**

The Graduate Cop: Professionalising the police through the PEQF, one graduate at a time.

**Thesis Word Count:**

48608

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If you are unsure about any of the following, please contact the local representative on your Faculty Ethics Committee for advice. Please note that it is your responsibility to follow the University's Ethics Policy and any relevant University, academic or professional guidelines in the conduct of your study.

Although the Ethics Committee may have given your study a favourable opinion, the final responsibility for the ethical conduct of this work lies with the researcher(s).

**UKRIO Finished Research Checklist:**

(If you would like to know more about the checklist, please see your Faculty or Departmental Ethics Committee rep or see the online version of the full checklist at: [http://www.ukrio.org/what-we-do/code-of-practice-for-research](http://www.ukrio.org/what-we-do/code-of-practice-for-research))

- a) Have all of your research and findings been reported accurately, honestly and within a reasonable time frame?
  - YES
  - NO

- b) Have all contributions to knowledge been acknowledged?
  - YES
  - NO

- c) Have you complied with all agreements relating to intellectual property, publication and authorship?
  - YES
  - NO

- d) Has your research data been retained in a secure and accessible form and will it remain so for the required duration?
  - YES
  - NO

- e) Does your research comply with all legal, ethical, and contractual requirements?
  - YES
  - NO

**Candidate Statement:**

I have considered the ethical dimensions of the above named research project, and have successfully obtained the necessary ethical approval(s).

**Ethical review number(s) from Faculty Ethics Committee (or from NRES/SCREG):**

14/15/51

If you have not submitted your work for ethical review, and/or you have answered 'No' to one or more of questions a) to e), please explain below why this is so.

N/A

**Signed (PGRS):**

[Signature]

**Date:** 17 Sept 2018

UPR16 – April 2018