



College of
Policing

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Leadership Review

Appendix 2 – Cass Report

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Appendix 2

Horizon scanning and interpretation report to the College of Policing

Professor Harry Scarbrough
Cass Business School, City University London

Terms of reference – Horizon scanning

Drawing on the review of documents already carried out by the Project Reference Group, we wish to commission external appraisal and thinking to determine whether we have identified the appropriate high-level themes. This may include other relevant and diverse materials, which adds value and ensures that the Leadership Review considers the factors which will affect the future environment for leadership in policing.

Evidence base

The College of Policing has reviewed around 120 relevant documents, ranging from academic journal papers to reports from government agencies, and previous work by the NPIA and others. In addition, the review of relevant materials also drew on the input produced by stakeholder engagement, including feedback from workshop and conference events, and 34 phone interviews with current chief constables, HMIC, ACPO and staff association heads. Through this review, the College has identified the following high-level themes (College of Policing 2014):

- **economic challenges** – eg, continuing austerity and the impact on those delivering services to the public
- **changing demographics** – eg, an ageing population, more culturally and ethnically diverse, significant competition for talent
- **citizen/service user expectations** – eg, increasing awareness and access to knowledge and information which impacts on the relationship between citizens and policing
- **technology developments** – eg, keeping pace as technology continues to develop and using it to the full, technology in learning and education
- **complexity** – all of the above (and more) leads to an increasingly complex environment in which the leadership role will need to be able to empower staff.

Aims of this report

To provide:

- a review of the source documents and high-level themes already identified by the Project Reference Group
- confirmation/assessment of whether these are the right themes and any gaps
- identification of where further evidence or knowledge will add value.

Review of high-level themes

The themes identified by the College of Policing are well supported by the evidence base. In relation to economic challenges, for example, the issue of responding to austerity is reflected in the research conducted by Deloitte among a wide range of public sector executives (Deloitte and Reform 2014). This was associated both with pragmatic recognition that their organisations had been improved through the changes made to accommodate reduced financial resources, and also a sense of uncertainty and possible crisis regarding possible future cuts in resources. The ongoing pressures of austerity were also highlighted in the College of Policing's interviews with chief constables where they were seen as prompting the need to 'think differently' and to 'motivate staff in stringent times' (College of Policing 2014).

A review of other sources of evidence suggests that the challenges posed by reductions in state spending are not confined to the UK alone. A recent report from Accenture (Accenture 2013) involving research with 17 different national police forces concluded that; 'Despite citizen expectations and the scope of criminality increasing, austerity measures mean cost reduction is a priority'.

Changing demographics include the effects of an ageing population, but also the implications of immigration for the cultural, age and ethnic mix in the UK. They are highlighted in a recent report from Deloitte (Deloitte and Reform 2014).

Citizen/user expectations are highlighted by the Accenture research report. The report observes that 'Citizen expectations are rising around crime reporting, emergency response effectiveness, citizen care, public safety and public involvement in policing'. A recent Policy Exchange report, meanwhile, suggests that 'public expectations of the conventional police service in 2020 would be significantly greater than they are now' (Policy Exchange 2011).



Finally, support for **complexity** as a high-level theme comes from a range of sources. In the interviews with chief constables and other police leaders, for example, it is associated with the ‘challenges of working with police and crime commissioners’, and developing ‘cross-force strategic alliances’. Flanagan’s Review of Policing (2008) also found that increasing citizen expectations have resulted in ‘the police service mission... becoming both broader and more complex’. Complexity is increased by the growing mismatch between criminal activity and the organisation of policing. Policing is still predominantly organised by geography but criminal networks and activities, including cyber-crime, are not (Treverton, Wollman et al 2011).

Horizon scanning approach

Horizon scanning is used to detect early signs of potentially important changes through the systematic examination of potential threats and opportunities. It should help to make organisations receptive to change, challenging their tendency to rely on received wisdom or to view the future through the lens of current concerns. In this report, a qualitative approach to horizon scanning is being adopted with the aim of supporting scenario building and interpretation work. This can provide the background to enable strategies to anticipate future developments.

Horizon scanning for future leadership development involves identifying change and continuity in the conduct and context for policing. Change and continuity can be analysed (see figure 1) in terms of:

- The wider environment for policing, ie, societal level changes.
- The policing domain itself. This encompasses policing as an institution embedded in the public sector institutions and dependent on legitimacy within society; as a set of organisations with authority structures; as operational policies and practices.

Change over time in the policing domain may reflect:

- a) shifts in the wider environment including social, economic and demographic changes, and
- b) sources of change within the policing domain itself, including changes in government policy, governance, and policing capabilities. The interaction of these different sources of change help to define the future context for leadership in policing.

Figure 1: Horizon scanning of the influences on leadership in policing



The evidence base for the Leadership Review to date has been centred primarily on the policing domain. It is important to recognise, however, that the wider environment may also be a source of change, and that this may reinforce or conflict with changes arising within the policing domain itself.

One example of reinforcing change is the growing demographic diversity of the UK. As a result of this, the pool of available talent will become more ethnically and culturally diverse. Here, the need to recruit a more diverse workforce to secure the best talent is likely reinforce the need for police forces to recruit a more representative workforce to ensure legitimacy.

An example of an area where the drivers of change may conflict is in the growing demand for policing created by higher citizen expectations, and by the advent of social media. This growth in demand in the wider environment conflicts with the need to manage police forces under reduced resources (Police Foundation 2014).

Change in the wider environment

Recognising the influence of the wider environment can also help us to unpack and extend some of the high-level themes identified to date. ‘Economic challenges’, for example, have been viewed by existing leaders largely in terms of the impact of the government’s austerity measures. However, these measures are themselves a response to the challenges posed by the wider economic environment through the global financial crisis of 2009.



Horizon scanning of the wider environment for policing suggests that, despite recent improvements, future economic development remains uncertain. The US National Intelligence Council, for example, highlights several possible future paths for the world economy, including a world in which globalisation stalls and economic output stagnates, a world of growing economic inequalities, and a world in which ‘non-state actors’ including multinational corporations take centre-stage in addressing global challenges (National Intelligence Council 2012). Each of these possible paths would have implications for the role and capacity of the state, and hence for policing within the UK. These include a potential need to develop different institutional arrangements for policing.

Other sources of change in the wider environment include factors such as changes in the governance of the UK itself, including possible changes in the relations between component parts of the UK, and in the relationship between the UK and the EU. Such changes would involve significant institutional changes, as well as new patterns and demands of cross-border policing (Policy Exchange 2011).

A long-term but increasingly important factor is the societal impact of global warming. This not only exerts an indirect influence on other sources of change (eg, demographically due to migration, and the societal impact of extreme weather), but may also create new concerns around international environmental crime. INTERPOL has identified the following as horizon issues in this area: crimes that speed up climate change, crimes that exhaust natural resources, bio-security and misuse of protected areas, and theft of natural resources (White and Heckenberg 2011).

Changes in technology are pervasive and are likely to affect the whole spectrum of policing activities, including not only data and intelligence gathering at the operational level, but also partnership and organisation structures (Treverton, Wollman et al 2011). New technologies such as unmanned aerial vehicles or mobile communication applications present new opportunities for crime prevention and detection, but also demand new capabilities on the part of police officers and staff (Policy Exchange 2011).

Recognising the possible effects of these wider patterns of change suggests that policing in the UK may not only become more complex in the future but may also need to accommodate higher levels of change, including organisational change and greater flexibility in terms of skills and practices

Implications for high-level themes

Technology development and the internet as a social space

'Technology developments' is a very broad theme and encompasses a disparate set of uses of technology, ranging from operational uses such as the analysis of data for crime prevention/detection through organisational applications to reduce back-office costs or support learning, to the high profile use of social media to communicate with the public (Accenture 2013).

While operational objectives and efficiency are likely to remain important uses of technology, the greatest area of uncertainty from a policing viewpoint arises from the advent of the internet (Police Foundation 2014). Viewing the internet not as a technology but as a social space shifts our attention towards the new arenas of social interaction which it enables. Framing the theme in this way is better able to capture its wider implications for policing. This emerging social space can be used both positively (eg, to engage with the public and influence expectations), and negatively (ie, new social spaces create new opportunities for criminal or terrorist activity) (Gilmour 2014, The Police Foundation 2014). As a new social space, it poses some new questions about the role, responsibilities and expertise of the police –not only technical expertise, but also marketing and social media expertise (Treverton, et al 2011), and may also challenge existing organisation structures. It may also pose questions about the public/private distinction in relation to surveillance and make policing behaviour more visible (Goldsmith 2013).

Complexity and change

One common strand among the high-level themes is not only the greater complexity facing leaders in policing, but also the need to accommodate a higher level of change, both in structures and practices (Policy Exchange 2011). The implementation of such change poses important demands on leadership, not only at senior management levels, but also at more junior levels where changes in operational practice are often difficult to secure (Bradford, Quinton et al 2013).

Changing context for leadership in policing

As outlined in figure 2, the themes highlighted by horizon scanning can be fruitfully analysed both in terms of the likelihood of occurrence, and the scale of their possible impact. Although this mapping is only indicative, it shows how certain future developments, such as changing demographics, can be anticipated with some degree of certainty, while other themes, such as internet use and its societal impact, remain relatively uncertain.

The interaction across these themes is also important. The internet as a social space, for example, may interact strongly with changes in citizen/user expectations, and have important implications for governance and accountability (Rogers 2014). Changing demographics are also likely to reinforce economic challenges, especially if the funding needed to provide health and social care services to an ageing population continues to be protected from budget reductions.

Figure 2: Uncertainty and impact of themes

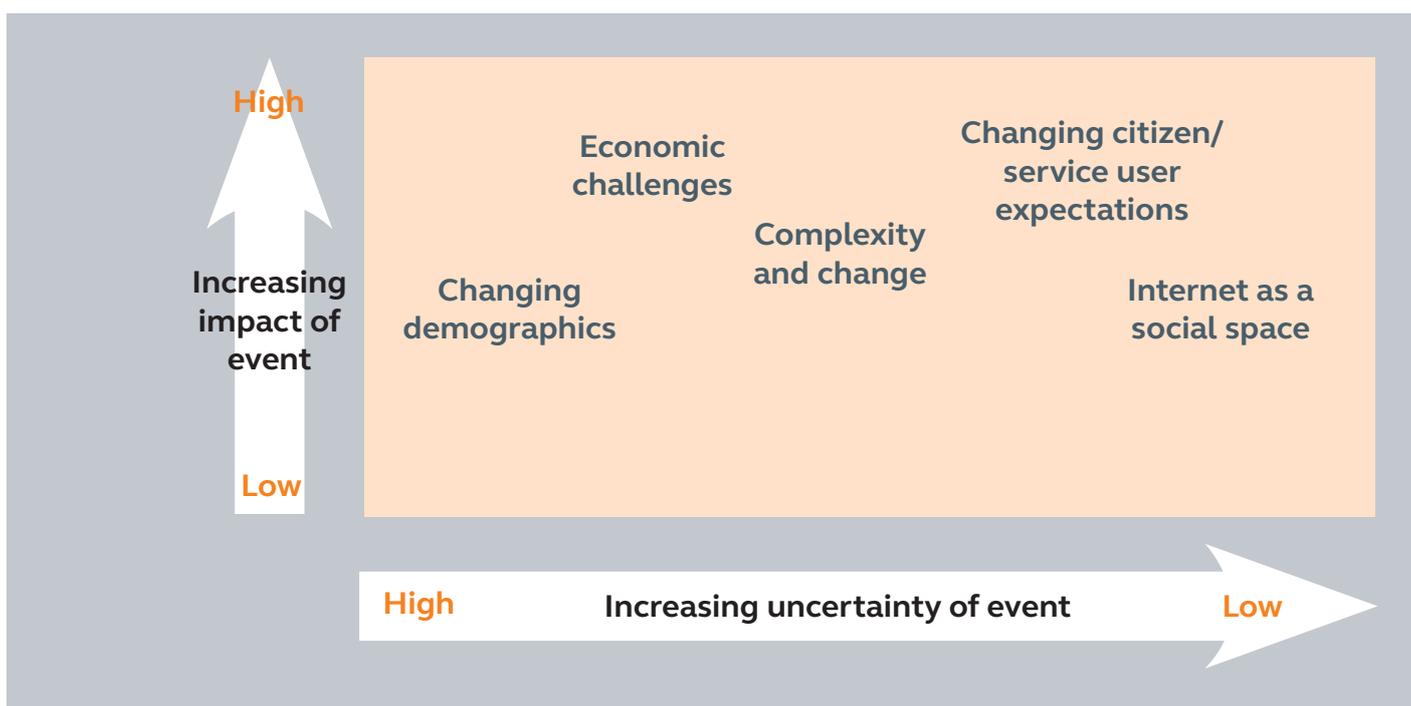
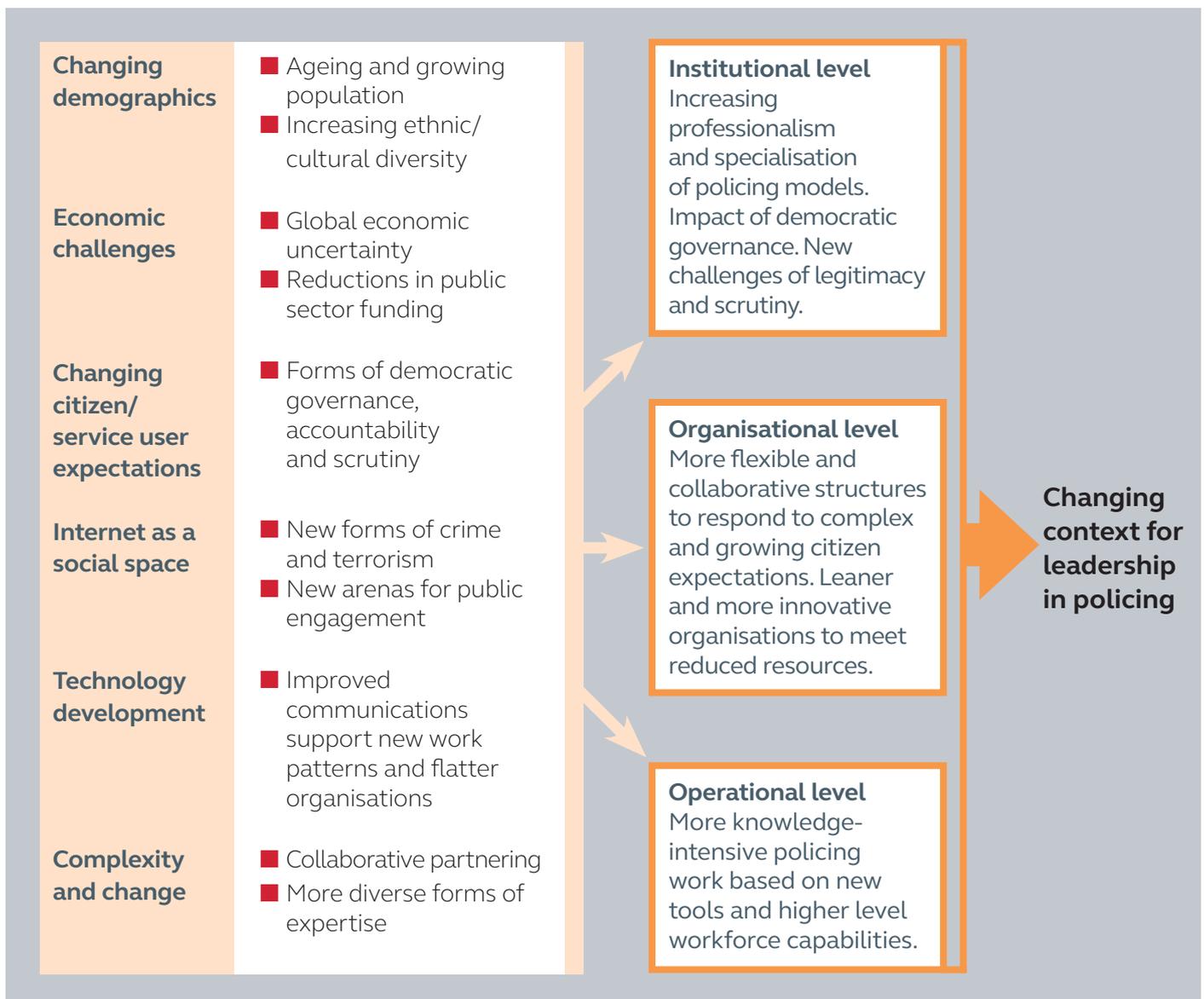


Figure 3: Emerging horizon scanning themes and the changing context for leadership





Overall, as summarised in figure 3 below, these themes have important implications for the context of leadership in policing. These include changes due to new, more flexible structures, and possible new workforce models based on professionalism and more specialised forms of expertise (Policy Exchange 2011). As the policing context changes, new forms of leadership may be required, reflecting shifts in roles and responsibilities as well as potential changes in the labels and language applied to policing activity. A ‘crimefighting’ view of the policing mission, for example, may require a different approach to leadership than one grounded in community policing or ‘procedural justice’ for the public (Bradford, Jackson et al 2013).

Much research on leadership in policing to date has focused on the appropriateness of different leadership styles (eg, transformational vs. transactional) at the individual level, or in micro-level settings (Campbell and Kodz 2011). Identifying leadership behaviour and capabilities appropriate to future challenges, however, will require much greater attention to this changing context. In particular, analysis should focus on the implications of that context for the agency and discretion available to individual police officers and staff in securing policing objectives (Bryman and Stephens 1996).

Need for further research

This report has applied a qualitative approach to horizon scanning to challenge and validate the themes identified by the College of Policing. It has set out a conceptual framework through which the shifting demands on policing can be effectively identified and assessed. The report is limited, however, by the scope of the work undertaken. To fully appreciate the possible effect of the issues identified by horizon scanning would require a more detailed investigation of each theme, including a comparative analysis of how these themes may be influencing leadership in other arenas, including other police forces internationally and other relevant sectors within the UK economy.

Interpretation report to the College of Policing

Executive summary

The future context for policing in the UK will be shaped by a potent combination of challenges. Intense pressure to cut the costs of policing will need to be balanced against rising citizen and user expectations as expressed through national and local political representatives. Demographic changes add to societal demands through a more diverse, growing and ageing population. New digital technologies may help to redress the balance between resources and demands by enabling operational efficiencies, but at the same time help to create new social spaces on the internet that further stretch the policing role and expertise. Taken together, these challenges make for a much more complex environment, and one in which change in the organisational forms and practices of policing will be inescapable.

This report explores the impact of wider societal and economic challenges on the future context for leadership in policing. The aim is to begin to identify how these challenges will impact the future leadership capabilities required in UK policing. Drawing on a wide range of research and practitioner evidence, the report outlines how this impact may be translated into changes in the institutional, organisational and operational context for policing. Future scenarios are also used to show the possible paths which policing may take, leading to different leadership needs.

Terms of reference

‘Following on from the horizon scanning work, we then require an independent review and assessment of the identified themes and their relevance and impact on leadership in policing which will set the direction and requirements of future leaders.’

Introduction

In the previous report on horizon scanning, six major themes were reviewed in terms of their impact on the future context for police leadership. In this report, we extend the analysis from the impact of these macro-level developments in the context for policing to explore in more depth how that context may require different leadership capabilities. For the purposes of this report, leadership is defined broadly as the practice of influencing and mobilising people and resources to achieve objectives. Leadership is viewed as distinct from management, and may be practiced by individuals at all levels.

The report begins by reviewing the major themes and outlines their multi-faceted character, and the possible interdependencies between them. To help explore these interdependencies further we draw on the techniques of scenario planning to show how these themes may help to create a range of possible futures. In the following section, we draw on academic research, to show how a changing context influences the leadership capabilities required by organisations. This is followed by a section which uses insights from other sectors, including practitioner experience, to develop a more detailed interpretation of the leadership development implications of the future context for policing. The final sections comprise an acknowledgement of the limitations of leadership, and a concluding section which draws together the main strands of the report.

Emerging themes

Based on the work of the College of Policing Leadership Review team, the horizon scanning report highlighted the following themes as relevant to future leadership needs in policing:

- **economic challenges** – eg, continuing austerity and the impact on those delivering services to the public
- **changing demographics** – eg, an ageing population, more culturally and ethnically diverse, significant competition for talent

- **citizen/service user expectations** – eg, increasing awareness and access to knowledge and information which impacts on the relationship between citizens and policing
- **technology developments** – eg, keeping pace as technology continues to develop and using it to the full, technology in learning and education
- **internet as a social space** – an emerging arena for social interaction which creates new crimes and responsibilities for policing and novel demands on expertise
- **complexity and change** – all of the above (and more) leads to an increasingly complex environment in which the leadership role will need to be able to empower staff and to facilitate change and innovation.

As highlighted in the previous report, these themes have important implications for the context of policing in the UK. This can be illustrated by two of the themes which were identified as having both high impact and high probability of occurrence, namely, economic challenges and changing demographics. Economic challenges are often viewed in terms of a current period of austerity. However, most commentators agree that intense pressures to reduce costs are likely to be a long-term feature of the UK's public sector, being maintained both by high levels of government indebtedness, and by demographic factors (an ageing and growing population) that will require a greater share of public expenditure on health and pensions (Greenhalgh and Gibbs, 2014). Here is an instance of major trends interacting to intensify the resource constraints on policing.

Each one of these broad thematic categories of change is itself multi-faceted, however, in terms of its implications, creating both challenges and opportunities for policing. Demographic change, for example, is often presented as creating new challenges due to an ageing and more vulnerable population, together with the changing, and sometimes challenging, attitudes of younger generations. Generation X individuals (born from 1960- 1980) are seen as more sceptical of authority in general. Generation Y (broadly 1980-1995) are much more racially and ethnically diverse, posing new demands of diversity on policing practice.

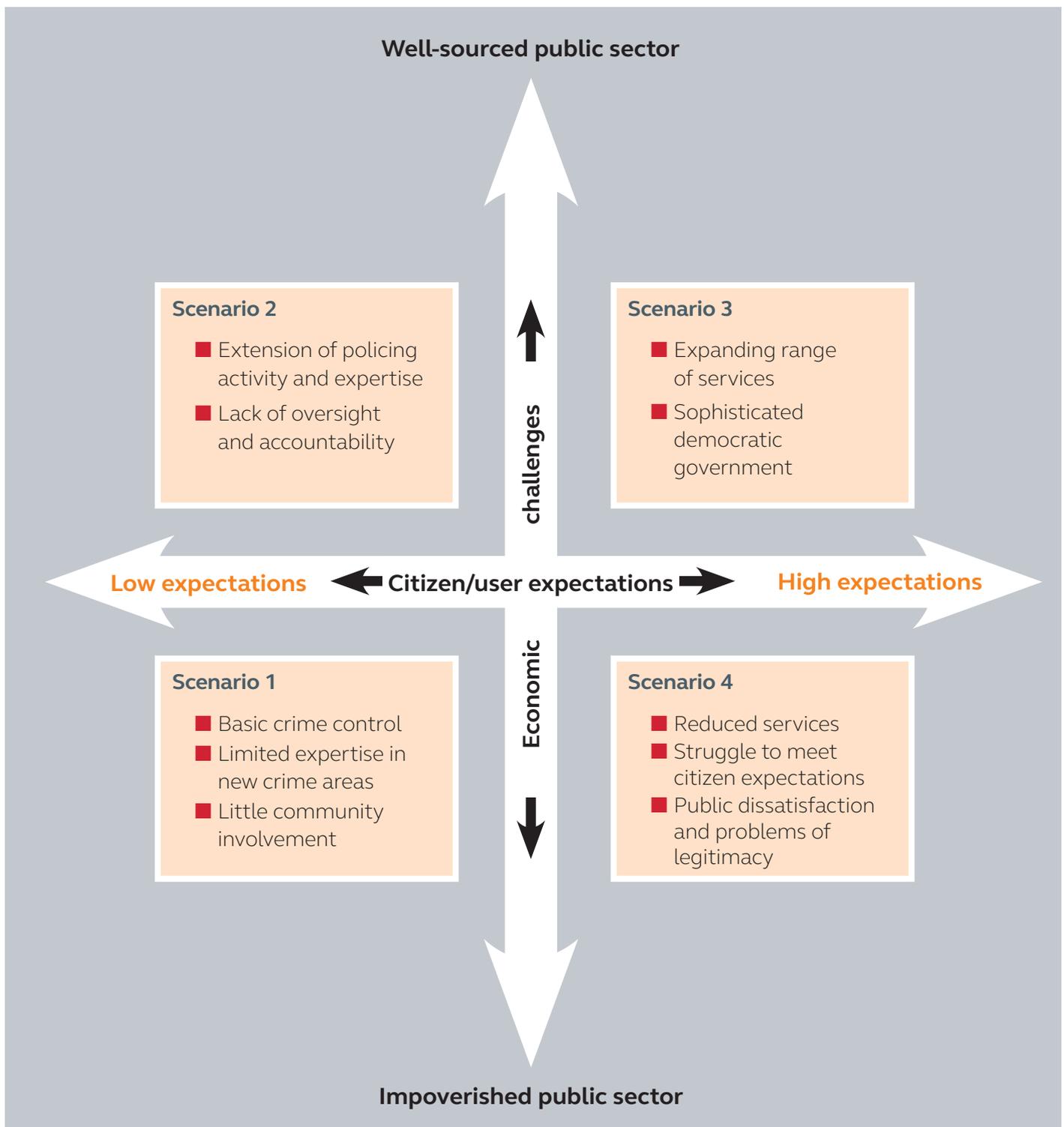


And the high level of technology and internet expertise developed by Generation Z or ‘millennial’ individuals (1995-present) may create new opportunities for crime. Though often seen as a challenge for policing, these attributes of coming generations may also confer advantages when members of these cohorts are recruited into policing and can bring higher levels of education, ready acceptance of the use of technology for operational purposes and a greater willingness to embrace change and values-led missions (Erickson 2010, Batts et al 2012, Schafer et al 2011).

Future scenarios

The future is inherently unknowable but policing organisations can better prepare themselves for it by being alert to emerging trends (Schafer et al 2011). One way to create greater preparedness is through the techniques of scenario planning. Scenario planning, as summarised by Dr. Robert Davies, involves a focus on uncertainties – issues that we do not fully understand – whereas traditional planning focuses on the known and predictable; exploring extremes, outside conventional ways of thinking about business and the world; examining multiple futures; and describing the future in qualitative, not quantitative terms. One useful approach to scenario planning is to identify two major, unrelated thematic dimensions of change and map the possible interactions between them. Figure 4 outlines an example of this approach based on the two themes of economic challenges and citizen/user expectations outlined in the horizon scanning report.

Figure 4: Future scenarios for the policing context



How does the changing context affect the leadership capabilities required in policing?

Much of the existing research on leadership is focused on the psychologically-oriented study of individuals within micro-level situations (Porter and McLaughlin 2006). This has tended to focus on the distinct leadership styles, characteristics or behaviours practiced by individuals (Pearson-Goff and Herrington 2013). For a review of this work and some of its limitations see Campbell and Kodz 2011. Only a relatively limited amount of work has addressed the implications of broader changes in context (Liden and Antonakis 2009, Bryman and Stephens 1996), as highlighted in the horizon scanning report, for the leadership capabilities of organisations. This level of change requires a strategic perspective which is less concerned with the leadership styles of individuals than with the scale and distribution of leadership capabilities needed across the organisation as a whole (for an example of this kind of perspective see (Eckert et al 2014).

The impact of the six themes outlined above will depend on how these patterns of change are mediated by, and translated into, the institutional, organisational and operational contexts for policing work.

Institutional context

What is at stake at this level is the future determination of the model or mission of policing adopted within UK society. As recent reports suggest, this is an increasingly contested question. A Police Foundation report, for example, argues for a shift towards a problem-oriented model that would involve an emphasis on service to the community as a means of building confidence and legitimacy (Karn 2013). In contrast, a report from Reform advocates a core model of policing (Greenhalgh and Gibbs 2014). This would involve drawing back from the mission creep of previous decades and limiting public expectations of the police's role in areas such as cyber bullying. Instead, alternative means would be sought for delivering non-core activities through collaboration with the private and voluntary sector and competitive tendering for police support functions. Each of these models would have very different implications for the leadership capabilities required in policing, with one implying a need for greater leadership to address community problems, and the other emphasizing leadership of collaborative arrangements linking police forces with other agencies and organisations to deliver policing functions.

A similar debate applies to the question of the formal professionalisation of policing. The Neyroud report, for example, highlights the benefits of such professionalisation in terms of better meeting public expectations, and giving police forces a more effective framework for development across all roles, as well improved knowledge use and performance (Neyroud 2011).

Organisation context

The future structure of policing organisation will also be influenced by the emerging themes. The implications of economic challenges, for example, are already being translated into new organisation structures through mergers and strategic alliances between police forces. The development of a national police force in Scotland, though on a relatively small scale compared to forces such as the Metropolitan Police, is viewed as providing lessons for the possible restructuring of current English forces which are still based to a large extent on historical county boundaries.

Future organisational forms, however, will not only need to be more efficient in cost terms, but will also need to be flexible enough to cope with greater levels of change and innovation in the functions of policing. While bureaucracies have important virtues in the design and delivery of standardized services, they lack the capacity to change their routines in response to novel problems (Schafer et al 2011). More flexible and flatter organisations will need to simplify their own processes so that they do not add further to the burden of responding to an increasingly complex environment. In this kind of context, leadership may be more usefully viewed as a relational process which is more dependent on social interactions and networks of influence than formal authority (Dickinson et al 2011). Especially where such organisations are staffed by professional groups this approach may be preferable to transformational approaches to leadership (Currie and Lockett, 2007).

Operational context

Operational demands on policing may be increased due to population growth, the spread of crime onto the internet and the emergence of new societal threats, including the environmental and immigration impacts of climate change and the advent of new forms of terrorism, including



cyber terrorism. These demands will create difficult decisions on the use of scarce resources. Studies of priority-setting under resource constraints suggest that leadership here requires an expanded skill set related to broader social and political tasks – including creating and maintaining relationships, managing networks, delegation and involving multiple stakeholders in decision making (Dickinson et al 2011).

The use of technology in operations will support greater operational efficiency, but will also involve additional costs and requirements for novel forms of expertise. Its effective use will likely also involve changes in organisational form, reinforcing the impetus towards less hierarchical structures. It will also drive the development of new skill sets such as stronger analytic capacity, IT specialists, forensic computer experts, strategic planners and change management specialists (Batts et al 2012).

Lessons from other sectors

Lessons can be derived from the experience of other sectors on how changes in context may promote or inhibit leadership capabilities. In relation to democratic accountability, for example, local government executives and civil servants have a wealth of experience on the political skills required to negotiate between the requirements of a professionally managed service and the expectations of political leaders. Such political skills have been identified as encompassing a number of different ingredients including the ability to build alliances between stakeholders with different values and perspectives, strong negotiating skills, being comfortable with addressing conflicts and maintaining a sense of strategic direction and purpose even in the midst of complex negotiations and alliance-building (Hartley et al 2007).

One sector which has extensive experience of both the negative and positive effects of a changing context on leadership, especially at the institutional and organisational level, is the NHS. Some of the positive implications of changing governance are highlighted in the case example insert below. This highlights the importance of developing leadership teams at a senior level which are capable of handling the greater autonomy which has been given to NHS organisations through government reforms. These teams may bring in valuable experience from the business world and from local communities to provide needed business skills and community support.

Case example:**Leadership in the NHS**

In the NHS, greater autonomy for NHS Trusts has involved Boards taking on greater business responsibilities. Chief executives used to be 'pace-setters', running their own ship but with significant influence from government. Now, at Board level more flexibility is needed and leadership also needs to be engaged externally with a range of stakeholders. Chief executives need to be 'chameleons', deploying a range of styles, and leadership is more devolved. This includes the implementation of a more collective form leadership via initiatives such as service line management. This moves control away from the centre and gives leadership of, and responsibility to, clinicians and/or managers.

Chief executives in Trusts gain significant support in terms of political and business skills from non-exec board members who can provide external experience. Foundation Trusts also benefit from representation of the local community on their councils as governors.

In relation to accountability, recent NHS experience (reinforcing that of the police) has shown that target-based mechanisms of performance management create the risk of a more centralised, top-down approach which reduces the scope for leadership at lower levels of public service organisations. Such target-based leadership has been characterised as promoting individualism (Currie et al 2009), with leadership exercised by a few senior individuals rather than more widely (Currie and Lockett 2011), and collaboration, even between senior managers, being discouraged (Fisher and Kirby 2014, Currie and Lockett 2007). Where these mechanisms are combined with public expectations centred on individual leaders, and threatening forms of accountability (as in cases where senior executives are summarily dismissed), they may have a potentially 'chilling effect' on service improvement (White et al 2014). Senior leaders may become defensive and risk-averse in their behaviours, and it may become more difficult to fill leadership positions (Currie and Lockett 2007), a problem currently being experienced within the NHS in the wake of the media and political response to the scandal surrounding the Mid Staffordshire NHS trust.



In response to the failures of leadership experienced in the NHS, current developments there have shifted away from a 'heroic' approach where leadership is concentrated on one or two individuals to a more collective or distributed approach (Currie and Lockett 2011). This is seen as more appropriate to the NHS context which involves developing effective collaboration across a range of organisations, agencies, professional bodies and stakeholder groups. This collective approach to leadership capabilities 'ensures that the actions and choices of all leaders are aligned with the organisation's strategy, mission and values' (Eckert et al 2014). It is seen as more effective in the NHS context because it enables skilled clinical leaders to work with experienced managers in a multi-disciplinary environment, such that NHS organisations are able to draw on different sources of expertise in improving performance. Collective leadership also helps to promote diversity among leaders and employees as a source of innovation and performance (King et al 2011).

It is impossible to generalise about private sector organisations as a whole. However, there is ample evidence from such organisations on the need for new leadership capabilities to address changes in their strategy and context. This is illustrated in the case example of Old Mutual Wealth outlined below. Erickson (2010) summarises current thinking on what these new capabilities might be for private sector firms in arguing that leadership in contemporary organisations involves activities centred on increasing collaborative capacity through social networks, framing the challenges facing the organisation in terms of compelling questions that allow broader participation, embracing complexity and welcoming disruptive information so as to be more prepared for change, shaping organisational identity to engage members with its values, and appreciating diversity by valuing different perspectives.

Case example:

Leadership development in Old Mutual Wealth

Old Mutual Wealth is owned by Old Mutual plc, one of the largest financial services companies in the world. Founded in 1845 and based in London, Old Mutual is a FTSE100 company overseeing £307.6 billion in customer investments for 16 million customers worldwide (as at 30 September 2014). Leadership development strategy in this company is still evolving. A systematic approach has been initiated, however, which aims to ensure that individuals feel empowered to act in their roles, and to increase connectivity across different business silos within the company. The firm is looking for future leaders to be what are termed ‘franchise players’ – these are individuals who understand and can represent the whole of the business, and who act out appropriate values and behaviours. Leadership development programmes are currently aimed at the top 120 individuals below executive committee level. Middle management needs, meanwhile, are addressed through a management development programme.

The leadership development programme is not based on a defined competency framework, though desired values and behaviours are explicitly defined within company policy. Leadership development is seen as an ongoing activity, making improvements step by step. This work is also affected and driven by the firm’s strategic development. This includes recent acquisition of investment companies, but also an underlying shift in its business model from being a solutions provider to being a distribution and investment business.

Like many other organisations, OM Wealth is seeking to embrace greater diversity, and to move away from a UK-centric culture among senior management. Future challenges include developing a coaching and mentoring culture, and the development of a Women’s Network. Future investments in leadership development will build on this work, but will need to demonstrate positive returns to the business.

Horizon scanning and interpretation report to the College of Policing

Theme	Key features	Changes in policing context	Implications for leadership capabilities
Changing demographics	Ageing and growing population. Increasing ethnic and cultural diversity. Generation Y and Z values.	Sourcing the best talent involves recruiting from a more diverse population. Legitimacy issues where policing not seen as representative.	Selection and development to secure leadership talent from a more diverse population and workforce. Leadership practices appropriate to Generation Y and Z employees.
Economic challenges	Global economic uncertainty. Reductions in public sector funding. Impact on societal conditions for crime – growing social inequality etc.	Organisational change and restructuring to ensure effective application of available resources. Leaner management practices, and greater operational flexibility.	Leading with scarce resources – application of business skills and priority-setting. Devolution of leadership into the organisation. Importance of mentoring and coaching to increase leadership capacity.
Changing citizen/ service user expectations	Greater accountability and scrutiny via social media etc.	Democratic governance and its effect on the mission or models of policing at local and national levels. Professionalism and reduction in bureaucracy	Political skills in agreeing priorities with local and national political representatives. Communicating the purpose of policing to a range of external audiences.
Internet as a social space	New forms of crime and terrorism. New arenas for public engagement	Ambiguity around the role and responsibilities of policing. New forms of technical and social media expertise required.	Ability to respond to new and ambiguous settings for police work, and to translate the policing mission into the virtual domain.
Technology development	Use of technology enables development of flatter, less hierarchical organisations. Improved communications support new work patterns and collaboration at local, national and international levels.	Greater application of technology requires higher level of skills and training from workforce. Status based on expertise not service. Policing increasingly involves knowledge brokering between groups and organisations.	Leadership capable of spanning and integrating the work of different specialisms. Leadership to promote innovation in policing activities, linking this to wider purpose and values.
Complexity and change	Expanding, and increasingly diverse, arenas for crime and public order, ranging from terrorism to internet fraud	Collaboration with a wide range of public agencies and the private sector to address multi-faceted social and crime issues	More collective approaches to leadership to support collaboration and avoid ‘groupthink’ Capacity to engage organisation members as proactive followers in change processes by making sense of policing objectives in an uncertain environment

Stakeholder engagement

A summary of the implications of the changing context for leadership capabilities in policing is provided in table 1.

The distinctive context of UK policing

While this report has focused on emergent patterns of change, it is important to recognise that some features of UK policing are historically and culturally embedded and therefore more enduring and resistant to change. Some of these distinctive features represent important assets which need to be preserved. The legitimacy of the policing mission in the UK has deep historical roots and is often articulated in terms of the Peelian principles (Loader 2014). There are also features which are not unique to the UK, but seem to be closely intertwined with policing itself as a service that involves multiple constituencies, external sovereigns, and multiple, sometimes conflicting, goals (Schafer et al 2011). Some of these features may be shared with other public sector agencies, but others, including the risks and the extreme contexts for police work, reflect what has been termed the special nature of policing. These distinctive features necessarily help to shape the leadership capabilities required in policing and will continue to do so in the future.

Another important issue for leadership is a policing culture which is seen as emerging from a strong sense of mission and a 'heroic' view of policing as it takes place within a dangerous environment (Waddington 1999). Some writers see this culture (or, rather, multiple sub-cultures) as a product of the fundamental remit of the police to control crime and disorder in unequal, divided societies (Reiner 2010). This culture may help officers to deal with the extreme stress and social isolation of police work through a collective form of solidarity. However, in some cases it has also been characterised as having discriminatory and racist tendencies, and hence a potential obstacle to securing future talent from a more diverse range of employees (Loftus 2009). These less welcome aspects have prompted some explicit attempts to change culture within UK policing, notably in the Metropolitan Police. It is clear that future leadership capabilities will necessarily involve the ability to lead cultural as well as organisational change in a direction which best serves the effective delivery of the policing mission. Such capabilities would both support, and be supported by, professionalisation and developing a learning culture within policing (Neyroud 2011).

Leadership and its limitations

While this report has focused on leadership capabilities, leadership as a concept has been criticised for being presented as panacea for organisational problems (Alvesson and Spicer 2011). It is important then to recognise that leadership capabilities can only be effective when they are tailored to their institutional and organisational contexts. Within such contexts, it is also important to ensure that leaders do not become disconnected from their followers (who may also act as, or become, leaders) (Jones et al 2010). A key task of leadership then, is to ensure that followers are well motivated and resourced. This benefits not only employees but the public more generally. Research in the NHS, for example, has found that patient care is improved when it is delivered by staff working in teams that are well led and have clear objectives, and where staff have the time and resources to perform well (West et al 2014). Similarly, if it is not to be done simply through a compliance culture, the spreading of good practice requires engaging organisation members. Evidence-led policing, for example, depends to a significant extent not only on ensuring that information flows from research into practice, but also on the individual's capacity to appreciate evidence and to share it informally with others in their social networks (Sharples 2013).

Conclusion

It is widely accepted across public and private sectors that new leadership capabilities are needed to adapt institutions and organisations to a changing world. While a 'command and control' approach may still be needed in certain situations, it can no longer serve as the master template for leadership in general. As outlined above, a strategic approach requires a focus on leadership capabilities at all levels that will generate the repertoire of skills required by the diverse settings in which police work takes place.

The challenges and uncertainties of that changing context make a more collective approach to leadership appropriate, requiring the alignment of leaders at all levels of policing to shared values and standards. This collective form of leadership needs to persuasively articulate and enact the purpose of policing for both internal and external audiences, so as to respond proactively, and not reactively, to changing citizen/user expectations. Framing the purpose of policing in this way, however, cannot be done through the singular visions of

one or two senior individuals but must also engage with employees and key collaborating agencies and organisations.

Collective leadership capabilities are needed not only to overcome serious resource constraints but also to support the new forms of collaboration needed in a more multi-disciplinary and multi-agency context. Policing functions are not only delivered by the police, and effective outcomes will require closer collaboration with external partners (Crawford 2013). At the same time, change capabilities will also be required among police leaders to facilitate the organisational and cultural changes that are needed in the light of the future challenges outlined in this report.

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